# ONTARIO'S TOURIST INDUSTRY

## ITS POTENTIALS AND ITS PROBLEMS

An evaluation by the Ontario Economic Council

JAN 1

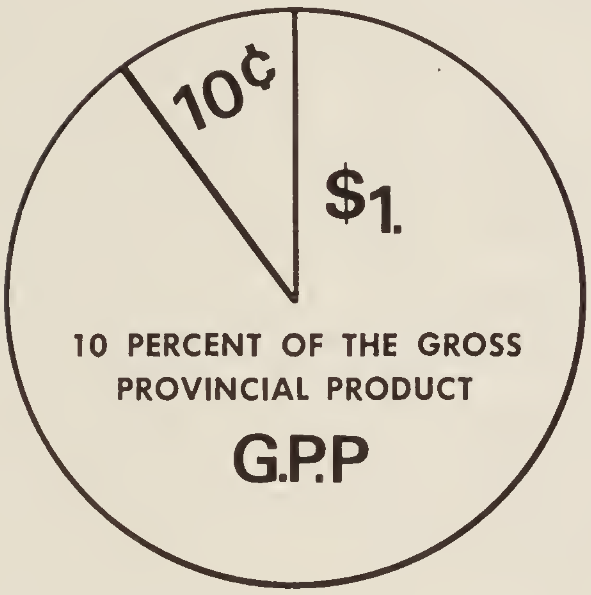
G
155
.C3
.054

Digitized by the Internet Archive
in 2018 with funding from
Ontario MInistry of Finance

https://archive.org/details/ontariostouristi00onta

# ONTARIO'S TOURIST INDUSTRY

## its potentials and its problems



Ont. Ministry of Treasury, Economics
77/15112
LIBRARY

An evaluation by
The Tourist Industry Committee
of the
Ontario Economic Council

December 1965

ONTARIO

## Ontario Economic Council
## Tourist Industry Committee

### BRIEFS INVITED

The Ontario Economic Council has appointed a Tourist Industry Committee to study the present and future role of the tourist industry in the province.

The purpose of the Committee is to assess all aspects of tourism in Ontario and to formulate recommendations concerning:

1. The relative effectiveness of current government assistance to and participation in the tourist industry.
2. An evaluation of strengths and weaknesses within the industry itself.

Public hearings will take place in mid-September in various parts of the province. Individuals and organizations interested in submissions to the Committee should submit six (6) copies of their briefs as soon as possible before September 15, 1962 to the Secretary of the Committee.

W. H. Cranston,
Chairman.

T. C. Clarke, Secretary,
Room 286
Parliament Buildings,
Toronto (Telephone 365-1948)

Photographs by
Departments of Tourism and Information
and Economics and Development

* * * *

Printed for the
Ontario Economic Council
950 Yonge Street
Toronto, Ontario, Canada

$2 per copy
3M-12/65

G
155
C3054
cop.2

# Table of Contents

*Page*

Foreword . . . . . . . . . . . . . . . . . . . . . . . . . . . . . 4

Chapter

1. What is a "Tourist"? . . . . . . . . . . . . . . . . . . 7
2. Growth Factors in Tourism . . . . . . . . . . . . . . 8
3. The Dollar Pay-Off . . . . . . . . . . . . . . . . . . . 10
4. The Six Faces of Ontario's Tourist Industry 12
5. Who's Staying Where? . . . . . . . . . . . . . . . . . 16
6. Federal-Provincial Relations . . . . . . . . . . . . 19
7. Tourism North and South of the Border . . . . 21
8. Overseas Tourism . . . . . . . . . . . . . . . . . . . . 23
9. Selling Away from Home . . . . . . . . . . . . . . . 25
10. Market Within a Market . . . . . . . . . . . . . . . 28
11. Helping People Out and In . . . . . . . . . . . . . 31
12. Conference on Tourist Communication . . . . . 32
13. Vive La Différence . . . . . . . . . . . . . . . . . . . 35
14. Winter Tourism . . . . . . . . . . . . . . . . . . . . . 38
15. The Indian Sign . . . . . . . . . . . . . . . . . . . . . 41
16. Tourism and Commerce . . . . . . . . . . . . . . . 43
17. Insurance Against Tourism . . . . . . . . . . . . . 45
18. Thought for Food . . . . . . . . . . . . . . . . . . . . 46
19. Financing the Industry . . . . . . . . . . . . . . . . 49
20. Problems and Potentials . . . . . . . . . . . . . . . 50
21. Project Opportunity . . . . . . . . . . . . . . . . . . 53
22. Top Show Window . . . . . . . . . . . . . . . . . . . 56
23. Window to the East . . . . . . . . . . . . . . . . . . 58
24. Roads to Tourist Resources . . . . . . . . . . . . . 61
25. Sanctuaries for Human Beings . . . . . . . . . . . 64
26. Basic Resource Development . . . . . . . . . . . . 67
27. Railroading Tourists to the North . . . . . . . . . 72
28. Government's Role in Tourist Promotion . . . 73

Appendices

A Further Recommendations to Government . . . 82
B Ontario Food Information Services . . . . . . . . 84
C Niagara Parks Commission . . . . . . . . . . . . . . . 88
D The St. Lawrence Parks Commission . . . . . . . 90
E Crown Land and Park Land in Ontario . . . . 92
F Tourist Promotion Expenditures . . . . . . . . . . 94
G Individuals and Groups making written submissions to The Tourist Industry Committee 95

# Foreword

THIS is a report on one of Ontario's largest and most significant industries — tourism.

Its annual value to the provincial economy is in the area of a billion dollars.

Tourism is also Canada's third largest export industry and one of our surest and steadiest sources of foreign dollars. In Ontario these "export" dollars alone account for some 6.8% of our Gross Provincial Product, and, in turn, represent employment for over 160,000 residents.

The economic impact of our domestic tourist trade is less easy to estimate. It involves, however, at least twice, and perhaps three times as many dollars as our foreign tourist earnings. In all probability the jobs of over 300,000 residents of Ontario stem from tourism.

Tourism means "cash company's coming" and it is cash that multiplies itself many times over.

Tourist dollars not only provide employment, but they lighten substantially the tax cost of services which our citizens have come to expect. The cottager tourist, for example, pays a full real estate levy but makes little or no demand on local municipal welfare or educational services. Gasoline taxes paid by visitors to Ontario buy many miles of new highways every year.

### Profitable Payout

Indeed while the current relationship cannot be construed as in any respect a constant indicative, it is noteworthy that the Ontario Treasury annually receives in taxes from foreign tourist expenditures alone well over twenty times its total tax-financed investment in travel promotion.

The rapid expansion of tourism can and should be both a public and private target. Its growth potential is as great as that of any major industry within Ontario. Its growth rate would appear to be limited primarily by the extent to which we are, privately and through government, prepared to invest in development and promotion. For example, in any one year, less than half the residents of the wealthiest nation in the world, our neighbor the United States, take a business or holiday trip of more than 200 miles from home.

While there is a limit to what the average person will spend on food, apparel or housing, there is no such consumption ceiling on travel and the recreational pleasures related thereto.

Tourism, moreover, distributes its benefits over almost every area of the province. It is no discriminator or segregationist. The more remote the community, the greater its appeal to certain of our tourist visitors. The more populous and urbanized the city, the greater its appeal to others among our part-time guests.

### It is Everybody's Business

It is often said that what is everybody's business is nobody's business. That certainly is not so with tourism. It is in a very real sense everybody's business and the acknowledgement of that individual citizen responsibility is a prime factor in its profit to the entire economy.

There are well over 8,000 resorts, hotels, lodges and tenting and trailer parks in Ontario. There are over 10,000 restaurants and over 12,000 gasoline stations. There are many thousands of farms engaged in producing food for tourists. There is hardly a secondary industry whose employees do not manufacture at least a proportion of their output for persons directly or indirectly engaged in tourism. Indeed if there is a single citizen in Ontario whose life and livelihood is not affected in some way by the people who travel in this province, he is a rare species.

Despite this fact, relatively few Ontario citizens yet recognize the extent of their stake in the growth or expansion of tourism. They fail to realize that it is now the largest single element of international trade, that receipts from foreign visitors to Canada in recent years have been rising twice as fast as our merchandise exports.

Tourism is paying no small share of the cost of our high standard of living in this country, and no small part of our local, provincial and federal taxes.

### Stand Up and Smile

At one of the fourteen public hearings conducted by the Tourist Industry Committee throughout Ontario there appeared a Polish-Canadian Oblate priest from the historic Opeongo Trail near Barry's Bay. Father Ignatius is the proprietor of a winter and summer camp for boys and girls.

"I can tell you how to double or even treble your tourist business here in Ontario without spending one cent," he told the Committee. "Just convince the people of the province to do three things — walk erect, smile, and take the initiative in speaking a word of welcome to strangers."

The problem, of course, as the priest realized, is to convince each citizen of his individual responsibility as a host. The controlling factor in the success or failure of tourist promotion is the man or woman who makes the contact with the tourist — the gas station attendant, the customs officer, the waitress, the store clerk. Tourists come as friends. If they are treated as friends, they remain so. A high percentage of our foreign visitors are returnees. They come back because they want to be among friends and acquaintances. They value the smile and the handshake as much as, if not more than, the fish landed, the super-cushioned mattress or the whipped cream on the strawberries.

Tourist promotion is, in essence, an exercise in friendly communication and human relations. As tourist attractions people come ahead of places.

If only one-tenth of the communities which advertise themselves as "the friendly town" had a substantial proportion of truly friendly citizens, men and women who would stand erect, smile, and extend the welcoming hand to strangers, then there would be no ceiling to our rapidly burgeoning tourist industry.

* * * * *

Because of the multi-faceted nature of the tourist business, to government has fallen much of the task of selling Ontario's vacationland varieties both abroad and at home.

This has probably been inevitable. Other jurisdictions on this continent, and elsewhere throughout the world, have long recognized that a portion of the load of tourist promotion should be borne by the public because the public at large is a major beneficiary of tourist dollars. Both the employment and the tax revenue pay-offs are substantial.

### Shifting the Responsibility

The assumption since 1947 by a single department of the Ontario government of merchandising responsibility for the tourist industry has, however, had some less than happy results. Within both provincial and federal governments there has been some feeling that just so long as there is a Department of Tourism and Information, a Canadian Government Travel Bureau, a Parks Branch in Lands and Forests or Northern Affairs, and several Parks Commissions, other public agencies are relieved of responsibility for the state of the tourist industry. And within the private sector of the economy, where it is perhaps even more difficult to assess what contribution each segment should make, some resorts, hotels, corporations and associations have apparently decided that almost exclusive promotional and planning responsibility should be left with provincial and federal government agencies.

Coordinated research and development investment, in both the public and private sectors, has also too often been conspicuous by its absence. It is easy, and perhaps correct, to say that leadership in such coordination should emanate from government. But it is amazing how few private agencies directly concerned with tourism publicly suggested that such is needed.

It is also perhaps inevitable within an industry like tourism, with its many thousands of varied enterprises, that dictates of immediacy should be paramount. It nevertheless also came as somewhat of a shock to the Tourist Committee of the Ontario Economic Council that so few private persons and agencies put forward recommendations concerning the creation of an economic atmosphere conducive to the long term profitable growth of this industry.

Granted a great deal of the same shortness of view prevailed in submissions made by governmental agencies, local, county and provincial but, on balance, those persons in the public service, perhaps by the very nature of their day by day responsibilities, appeared to have an equal or greater appreciation of the problems and potentialities of the private aspects of tourism than many of those actively engaged in it.

In this connection, the Committee was particularly impressed by the breadth of experience and of vision of the field staff of the Department of Lands and Forests whose personnel participated in the various public hearings. While with certain of the policies of that Department the Committee has not been in full accord, the calibre of its field staff, the general cooperation offered to the tourist industry, and the standards set in its greatly expanded public parks system deserve nothing but the highest commendation.

The Committee, in recording some criticisms as well as some commendations, would like to make clear that it received at all times full cooperation from individuals, agencies, associations and government departments. If its recommendations make some contribution to the growth of tourism, this whole-hearted cooperation is in no small sense responsible.

### Role of the Committee

Members of the Tourist Industry Committee were selected as analysts and evaluators rather than management consultants. They have tried to approach the problems raised in their individual capacities as private tourists rather than as professional promoters of tourism.

To such persons as Larry Ecroyd, general manager of the Canadian Tourist Association; his predecessor, Dr. John Fisher; Dr. Lawson Mackle, secretary-manager of the Joint Board of the Ontario Travel Associations; Robert Giles, manager of the Northern Ontario Tourist Outfitters; William Cooper, one of northern Ontario's most travelled hunters and anglers; Joseph J. Horan, veteran director of the New York State Travel Bureau; and many others who should be named but are not, the Committee owes a very real debt of gratitude for making available the benefit of their individual and collective experience in this field.

The Tourist Industry Committee itself was a small one, and necessarily so, for flexibility in operation. With one exception, Bert Rumble, former Chairman of the Joint Board of the Ontario Travel Associations and proprietor of the well known Fern Resort at Orillia, it was made up of persons not directly engaged in the industry. Mrs. Helen Morningstar, former Chairman of the foods section of the Consumers' Association of Canada and a graduate dietitian, was the sole woman member. R. N. "Bill" Bubbs, Ontario marketing manager for Imperial Oil, and James R. Meakes, publisher of the Sudbury Star, and Ontario vice-president of the Canadian Chamber of Commerce, contributed materially out of their broad experience in merchandising and promotion planning. Chairman of the committee was W. H. "Bill" Cranston, president of Shoe Corporation of Canada, co-chairman of the Ontario Archaeological and Historic Sites Board, and long-time promoter of tourism in the Huronia region of central Ontario. He was in 1963 named chairman of the Ontario Economic Council.

The Hon. John P. Robarts kindly made available to the committee as its secretary one of his executive officers, Thomas C. Clarke. A graduate economist attached for some years in northern Ontario to the Department of Lands and Forests and the author of early studies on regional development in the north, Mr. Clarke has been of great assistance to the committee, and more recently has served as director of the Development Branch of the Department of Tourism and Information.

The members of the committee were not recompensed for time spent on this study. If it has value, therefore, any appreciation should be directed to the companies which made available the services of their executives for this purpose, and to Dr. R. W. Morningstar who "loaned out" his wife for the over sixty days during which the committee sat since its establishment in July, 1962.

The Committee would also like to record its gratitude to Imperial Oil Limited and to the Ontario Northland Railway for transportation services made available in connection with hearings held in northern Ontario and Quebec.

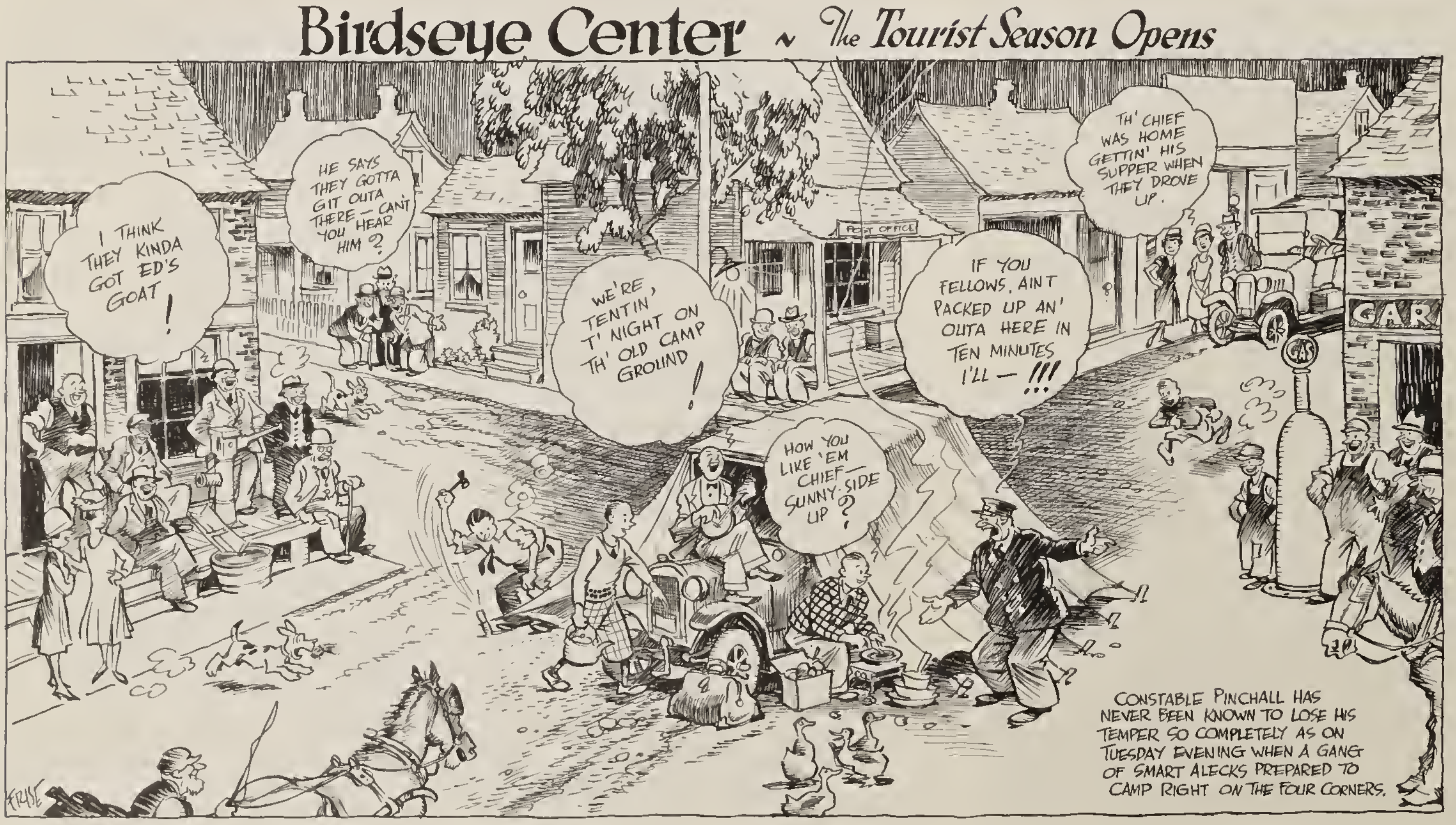
For his contributions to the final report in the form of both contributed chapters and statistical checking, the committee is indebted to Don R. Richmond, formerly assistant director of the Economics Branch of the Department of Economics and Development, more recently director of research for the Department of Tourism and Information, and subsequently executive assistant in the Prime Minister's office.

Special thanks go to retired Minister of Tourism in Ontario, the Hon. Bryan L. Cathcart; to his successor, the Hon. James A. C. Auld who made available freely to the committee the full resources of his Department; to the Department's Deputy Ministers, Guy E. Moore, and more latterly, A. S. Bray; and to the former Minister of Economics and Development, the Hon. Robert Macaulay, Q.C., and to his successor, the Hon. S. J. Randall, whose counsel and enthusiasm have been a constant inspiration.

The Committee is most conscious of the superficiality of this report. Ontario's tourist industry is not only vast and diverse but it finds roots in all parts of this broad province. To attempt to describe, let alone assess, its strengths and weaknesses, its trends, and its growth potential was perhaps too much to ask of a committee of unpaid "moonlighters".

Moreover, what is written today may well be outmoded by the morrow. The face of the tourist industry is constantly changing. A pertinent comment or recommendation, based on facts currently available, may shortly become outdated or even impertinent.

Here, nonetheless, born more of interest and concern than of adequate research and experience, is the report of the Tourist Industry Committee of Ontario's Economic Council.


Birdseye Center ~ The Tourist Season Opens
I THINK THEY KINDA GOT ED'S GOAT!
HE SAYS THEY GOTTA GIT OUTA THERE — CAN'T YOU HEAR HIM?
WE'RE TENTIN' T' NIGHT ON TH' OLD CAMP GROUND!
POST OFFICE
IF YOU FELLOWS, AINT PACKED UP AN' OUTA HERE IN TEN MINUTES I'LL — !!!
TH' CHIEF WAS HOME GETTIN' HIS SUPPER WHEN THEY DROVE UP.
GAR
GAS
HOW YOU LIKE 'EM CHIEF — SUNNY SIDE UP?
CONSTABLE PINCHALL HAS NEVER BEEN KNOWN TO LOSE HIS TEMPER SO COMPLETELY AS ON TUESDAY EVENING WHEN A GANG OF SMART ALECKS PREPARED TO CAMP RIGHT ON THE FOUR CORNERS.
FRISE

**Shortage of camping facilities, inadequate zoning and local enforcement, and other like tourist problems are nothing new, as this cartoon of the early twenties well illustrates. The original, drawn by the late James Frise for the Toronto Star Weekly, hangs in the office of the chairman of the Ontario Economic Council's tourist industry committee which may explain some of his early interest in travel trends.**

CHAPTER 1

# What is a "Tourist"?

**There are three kinds of tourists travelling in Ontario — international, inter-provincial and domestic.**

**Defining a tourist, however, is no easy job. But it is being generally accepted today that a "tourist" is "anyone who is travelling and purchases goods and services outside his own community".**

**The "travel industry", therefore, "is made up of all establishments which provide goods and services to the person travelling away from home".**

Unlike most big businesses, tourism suffers from a lack of public understanding of its basic nature, its size, and its importance to the economic life both of individual communities and regions, and of the province as a whole.

To a large extent this arises from the fact that there are no clear cut and accepted definitions of either the tourist industry or of tourists themselves. Any attempt to make recommendations about this industry must, therefore, at the outset, clearly set out and define the concepts that underlie both analysis and conclusion.

Basically there are three types of tourists travelling in Ontario. They are international tourists, inter-provincial tourists and domestic tourists. International tourists are those residents of other countries who are travelling in the province. Similarly, inter-provincial tourists are those tourists who come to Ontario from another province of Canada; while the term domestic tourists refers to Ontario residents who are travelling within the province.

However, the question still remains as to what is a tourist. And here is the real crux of the problem.

To most people, the term tourist automatically implies a person who is travelling for pleasure. The purpose of the visit is thus generally considered to be the criterion as to whether the traveller is, or is not, a tourist.

For example a business man who attends a sales meeting or convention in another town, if we assume that tourists are people who travel for pleasure, is not a tourist. This starts, however, to get complicated because the business man, while in the other centre, probably will purchase a small gift or souvenir to take back to his family, and may take advantage of the opportunity presented by the business trip to do some sightseeing or, in fact, he may have brought his wife or family along even though they are not involved in his business relationships. The definition of the tourist by purpose of visit begins to break down because very few people travel for only one purpose.

### Travel is the Key

There is a growing recognition that the tourist should be considered as anyone who travels. For example the International Union of Official Travel Organizations' definition of international tourists includes people who are travelling for a period of 24 hours or longer in a country other than that in which they reside, for a wide range of purposes, including pleasure, health, business, studies, etc. If this applies for the international tourist, it must surely apply to inter-provincial and domestic tourists. Therefore a classification based on the purpose of visit must be extremely broad and cannot be narrowed down to vacation, pleasure or recreation which are generally associated with tourism.

The International Union of Official Travel Organizations has attempted to construct a definition in terms of length of stay. Although there are several exceptions, their base criterion of an international tourist is that the traveller stay in a foreign country for a period of longer than 24 hours. This concept of length of stay has also been adopted by the United States Bureau of the Census which in 1963 conducted a nation-wide survey of travel behaviour of American residents. In its questionnaire design the Census Bureau attempted to ascertain all trips taken for whatever purpose which lasted for more than 24 hours. Exceptions to this involved anyone moving from one locality to another.

At first sight the classification by length of stay looks attractive. It gets around most of the basic objections which occur in a classification by purpose of visit, but, at the same time, it has its own problems. For example, decisions regarding land use and the provision of recreational facilities in areas lying within easy driving distance of major urban centres are not made on the basis of overnight stay. The picnicker or the afternoon driver must also be taken into account. The resident of Toronto who takes a two or three hundred mile trip around southwestern Ontario, purchases gasoline and visits a restaurant,

*To many the only real "tourists" are those who wear foreign licence plates* roadside park, or other public or private site outside of the city, must certainly be considered a tourist even though the time involved in the trip is less than 24 hours. Therefore, a working definition of tourism must take the one-day trip into consideration.

### 100 Mile Criterion

To get around this problem the U.S. Bureau of the Census has used as another criterion the number of miles travelled in any given trip. In other words, a trip which lasts longer than 24 hours or has a destination of more than 100 miles away from home is taken into account in a travel survey. This is based on the assumption that the effective hinterland of most large urban centres is 100 miles or less. People living within a 100-mile radius of a major centre will normally make shopping trips or go to these centres for recreation, business and other purposes, and, in fact, may commute to work.

From the foregoing analysis the concept of the tourist or the proper definition of the tourist must take into account the purpose of the visit, the length of stay of the visit and the miles involved in travelling. The key factor is that travel is involved and this gives rise to the suggestion that for purposes of clarity we should replace the term tourist with the term traveller.

By concentrating on travellers we get a much better picture of what we are talking about, which is people who are moving from one place to another and who are purchasing goods and services in communities in which they do not reside.

If a tourist is defined in terms of a person who is travelling and spending money away from his own community, then the tourist industry is made up of all establishments which provide services and goods to the travelling public. This is an extremely broad definition because it includes retail establishments that would normally find the bulk of their market in the local community.

Here, therefore, are the two basic definitions which underlie this report. A tourist is considered to be anyone who travels beyond his own community and who purchases goods and services outside his own community. The purpose of visit or the length of stay are secondary. The basic determination of the tourist is the fact that he is travelling away from his own home.

The tourist or travel industry, therefore, is made up of all establishments which provide services or goods to the person travelling away from home. By definition, it includes all classes of retail stores, as well as establishments providing accommodation and recreational facilities.

## CHAPTER 2

# Growth Factors in Tourism

**International tourism has increased over threefold in the last ten years to a total value of some $10 billion per annum. But it is becoming increasingly competitive, and Canada has been losing ground in selling itself in the biggest tourist market in the world, the United States.**

**Canadian tourist expenditures on foreign travel have been growing at a rate of 7% per annum and took a major upswing in 1964.**

**Rising educational levels, technological change, and growing urbanization are the three prime economic and social factors which will influence tourist trends in the quarter century ahead. Each has lessons for the industry and for its prime promoter, government. And the growth of tourism can lead to a major decentralization of economic benefits.**

The economic importance of tourism to a community, or to the province as a whole, is difficult to determine.

Part of the difficulty stems from the fact that very little information exists on either the gross sales of the various segments of the industry, or its contribution to the economy in terms of employment and wages. This lack of data is, however, not the crucial problem. Misunderstanding arising primarily from the failure of the public to recognize its true scope and nature.

When an individual leaves his home to travel to another community, he becomes, under the definition set out in the preceding chapter, a "tourist". His purchases, while in that community, are the manifold products and services of dozens of establishments. He provides jobs in the community and tax revenues for government, local, provincial and national.

There is no fundamental difference in the impact on the economy of a region of expenditures by a foreign as distinct from a domestic tourist, other than balance of payments considerations. Many people, however, tend to think in terms of foreign tourist expenditures as the sole measure of the tourist business. This is obviously wrong. While foreign tourism is important to Canada and Ontario, domestic tourism is probably at least two to three times as large.

Until more accurate figures are developed on the domestic travel market, however, we are forced to rely largely on information available on foreign tourist expenditures. On the basis of these data, it is possible to assess the relative cost of the travel promotion budgets of the provinces in terms of the expenditures of foreign tourists in the individual provinces. In addition, a cost-benefit ratio can be established to determine the tax revenues received by Ontario per dollar of tourist promotion. Each of these assessments is attempted in the next chapter.

### International Tourism

Tourism, now the largest single element of international trade, has a total annual value of close to $10 billion, over a threefold increase in 10 years. Canada has been a major participant in this development. Between 1956 and 1962, Canadian merchandise exports rose by 31 per cent, but receipts from foreign visitors to Canada rose by 65 per cent.

Tourism has become increasingly competitive. Almost every country in the world attempts through both private and public agencies to attract foreign tourists. The major source of tourist dollars in this international competition are residents of Canada and the United States. In 1961, for example, the expenditures of travellers from these two countries alone accounted for about 40 per cent of total foreign tourism. Travel between Canada and the United States represented more than ten per cent of total international tourism.

### Canada is Losing Ground

In 1961 residents of the United States spent more than $2.5 billion in countries around the world. Of this amount, about $440 million was spent in Canada. This is not a figure, however, that should be pointed to with pride. Canada has been losing ground as an area for United States tourist travel. If we had maintained the same relative position in 1961 as we enjoyed in 1952, total receipts from

*Higher educational standards spur interest in Upper Canada Village*

American expenditures in Canada would have been in the neighborhood of $800 million, $360 million more than we actually received.

The situation since 1962 has improved. U.S. travel expenditures in Canada have risen toward $600 million per annum. Indeed the long term downward trend in the Canadian share of United States foreign travel expenditures may have been reversed. But though some 90% of our foreign travel receipts originate in the U.S.A., there is still major room for improvement.

There is a tendency to blame the failure of Canada to maintain its share of United States foreign travel expenditures on rising incomes in the latter nation. As incomes increase, it is argued, more people can afford to take expensive trips to Europe, Latin America or the Far East. The same pattern, it is pointed out, emerges in Canadian foreign tourist expenditures. For example, between 1950 and 1962, the expenditures of Canadians in countries other than the United States rose from 15 to 31 per cent of total Canadian tourist expenditures in all countries.

There is truth in this proposition, but there are several necessary qualifications. First, Canadian foreign travel habits have been influenced by the very heavy immigration into Canada in the post-war period. The pull of the old country is much stronger in Canada than it is in the United States because of the higher proportion of first generation families in Canada. Secondly, the income argument fails to take into account the influence of the promotional activities of various foreign countries in both Canada and the United States. The emergence of the Caribbean as a competitor of Florida for winter tourists from Canada and the northern United States is a case in point.

Thirdly, and most important, is that rising income not only allows more people to travel to the far corners of the world; it also allows an even larger number of people to take vacations and trips beyond their own states, provinces and regions. Growing affluence can lead to more international tourist travel between Canada and the United States. More people have more money to spend on travel and recreation.

### Key Social and Economic Factors

The impact of higher incomes is only one of a series of social and economic changes that are having, and will continue to have, a profound effect on tourism.

The travel and recreation industry is just beginning to grow. In the ten years since 1952 Canadian tourist expenditures on foreign travel have doubled, a growth rate in current dollars of seven per cent a year. While there are no figures available for domestic tourism, there is no doubt that it has had a similar rate of expansion. The whole economy, on the other hand, has grown at only some 5.75 per cent a year.

The major social and economic trends discernable in our society today reinforce the view that tourism will continue to be a growth sector in the economy.

### Rising Educational Levels

In today's complex world, there is a growing awareness of the need for a higher level of education for the whole labor force, and not just the few.

An important by-product is the intellectual stimulation of the individual. Given a heightened curiosity and the economic means, the traveller of tomorrow will be searching for new forms of recreation. Increasing in importance as a motivational factor in his decision to travel will be an interest in history, traditions and cultural attainments. Recent figures available for the United States indicate that over 25 per cent of the college age population attend institutes of higher learning. Potential tourists to Ontario in the years ahead will have a higher educational level.

Attractions geared to historical or cultural themes are thus of growing importance in tourist development. Canadians and Americans go in growing numbers to visit such historical sites as Williamsburg and Upper Canada Village. It is doubtful whether anything on the scale of the Stratford Festival could have succeeded twenty years ago.

### Technological Change

Technological change will also have a direct effect on the volume of tourism. The tourist industry, in the broadest sense, is an industry which supplies goods, services and facilities to the individual who is consuming leisure time away from home. As the leisure time available to the individual increases, so will the need for new services and new facilities in the tourist industry.

### Effect of Urbanization

The third factor that will lead to an expansion of tourism is the trend towards urbanization.

A concrete example of this trend can be found in the Province of Ontario. In 1951, the seven major urban centres in the province accounted for 47.7 per cent of Ontario's population. In 1961 these same seven centres contained 51.1 per cent of the province's total population. This same trend is in evidence in every jurisdiction in North America. When the rate of urban population growth outpaces that of the total population, the potential tourist market is expanding faster than the population. A higher percentage of the total citizenry will seek recreation away from home.

### Economic Decentralization

These three factors — educational upgrading, technological change and urbanization — are inter-related and have a direct bearing on the pattern and nature of economic growth in the province.

Advanced technology requires extensive skill training and larger scale production techniques. Economic centralization into metropolitan areas has often been the result. If government policies are adopted to encourage decentralization for decentralization sake only, such policies could reduce the rate of growth in the province as a whole. If, on the other hand, government does nothing to arrest the drift of industries into congested urban areas, social overhead costs may in time outweigh the locational advantages.

The implicit assumption about the desirability for industrial expansion, however, often ignores the real basis of economic growth and can lead to an improper allocation of resources. Economic growth is measured in terms of the total incomes generated in the economy. This income is made up in the form of wages and salaries, profits, dividends, rents, etc., that are paid to individuals or businesses. In turn, this money is spent on goods and services creating new jobs and new income.

From the community's point of view, there is no difference in where the income is derived. The only point that should be considered is whether the total income of the community is increasing or decreasing.

And the tourist industry is one industry from which almost every community can benefit. If the earlier assumptions about its potential growth are correct, the community that does a good promotional job and sells its tourist resources will add a vital element to its economy. The encouragement of a vital and expanding tourist industry in smaller communities will add new incomes to their economy. In turn, increased incomes lead to rising expenditures in the community and the creation of new jobs.

The importance of the tourist industry to employment should not be underestimated. It forms an essential part of what is generally termed as the service industries. The "services", in recent years, have provided the main source of new employment for our growing labor force. It is in the "services" that we will continue to find employment opportunities for the bulk of the young people.

## CHAPTER 3

# The Dollar Pay-Off

**In competition with other provinces, Ontario has been getting a better than average share of the benefits of foreign tourism, the result primarily of its adjacency to major U.S. markets.**

**Ontario government per capita expenditures on tourism are well below those of other provinces.**

**Foreign tourist expenditures account for 6.8% of the Gross Provincial Product. Each net addition of $2,100 in direct foreign tourist expenditures per annum appears likely to create a new, year-round job in Ontario.**

Are the citizens of the Province of Ontario getting value for their tax dollar investment in tourist promotion?

The first fact that should be pointed out is that, although Canada as a whole has lost ground in terms of the relative share of total American expenditures on foreign travel, Ontario's share of United States travel expenditures in Canada has risen from 50 per cent in 1957 to 56 per cent in 1961.

The following tables set out comparisons on travel promotion by the provincial governments and ranks these by several methods to determine their effectiveness.

The statistical material available with respect to tourist promotion expenditures by provinces in the year ending March 31, 1964, is based on a survey undertaken by the Canadian Tourist Association. (Subsequent C. T. A. expenditure comparison tables are set out in Appendix F, page 94.)

TABLE I

COMPARISON OF PROVINCIAL GOVERNMENT EXPENDITURES
ON TRAVEL PROMOTION AND POPULATION, YEAR ENDING MARCH 31, 1964

| | NFLD. | P.E.I. | N.S. | N.B. | QUE. | ONT. | MAN. | SASK. | ALTA. | B.C. |
|---|---|---|---|---|---|---|---|---|---|---|
| Total net general expenditure excluding debt retirement (1) ($'000) .... | 90,000 | 22,000 | 130,000 | 108,000 | 1,044,000 | 1,285,000 | 159,000 | 201,000 | 290,000 | 381,000 |
| Tourist promotion expenditures (2) ($'000) | 206 | 147 | 569 | 451 | 958 | 1,105 | 309 | 93 | 165 | 624 |
| Population (3) (000) .. | 481 | 107 | 756 | 614 | 5,468 | 6,448 | 950 | 933 | 1,405 | 1,695 |
| Tourist promotion expenditures as % of total expenditures ..... | .23 | .67 | .44 | .42 | .09 | .09 | .19 | .05 | .06 | .16 |
| Tourist promotion expenditures per person in dollars ............ | .43 | 1.37 | .75 | .73 | .18 | .17 | .33 | .10 | .12 | .37 |

*Sources:* (1) D.B.S. Financial Statistics of Provincial Governments—Revenue and Expenditure—Summary of Estimates (First Analysis) 1964.
(2) C.T.A. Canadian Tourism, May, 1965 (actual figures for provincial travel bureaus, year 1963-64).
(3) D.B.S. Statistical Review, Figure for June, 1963.

### TABLE II
### PROVINCIAL GOVERNMENT EXPENDITURES ON TRAVEL PROMOTION AS % OF TOTAL EXPENDITURES
1963-64

| | % | |
|---|---|---|
| 1. Prince Edward Island | .67 | |
| 2. Nova Scotia | .44 | |
| 3. New Brunswick | .42 | |
| 4. Newfoundland | .23 | |
| 5. Manitoba | .19 | Median |
| 6. British Columbia | .16 | |
| 7. Ontario | .09 | |
| 8. Quebec | .09 | |
| 9. Alberta | .06 | |
| 10. Saskatchewan | .05 | |

Table III, setting out the relative size of travel promotion expenditures in terms of per capita income of the residents of each province, further demonstrates Ontario's sub-median position. This table also demonstrates that the expenditure on travel promotion per person is not a definitive guide to the relative importance of these expenditures.

Table IV, setting out the relationship between the expenditures and returns, speaks for itself. Ontario shows a good "profit". The adjacency of the province to the heavily populated areas of the United States has, of course, a major influence, but it is not the only one. The mere fact of adjacency will not attract tourists without adequate promotion of the existing facilities.

### TABLE III
### RANKING OF PROVINCES
### PROVINCIAL GOVERNMENT EXPENDITURES ON TRAVEL PROMOTION PER PERSON AS A PERCENT OF PERSONAL INCOME PER PERSON

| | 1963 Promotion Expenditure Per Person $ | Personal Income Per Person (1) $ | Expenditures as a % of Income % | |
|---|---|---|---|---|
| 1. P.E.I. | 1.37 | 1,075 | .1275 | |
| 2. N.B. | .73 | 1,145 | .0638 | |
| 3. N.S. | .75 | 1,291 | .0580 | |
| 4. Nfld. | .43 | 1,008 | .0427 | |
| 5. Man. | .33 | 1,681 | .0196 | Median |
| 6. B.C. | .37 | 1,974 | .0187 | |
| 7. Que. | .18 | 1,503 | .0119 | |
| 8. Ont. | .17 | 2,020 | .0084 | |
| 9. Alta. | .12 | 1,751 | .0069 | |
| 10. Sask. | .10 | 1,871 | .0054 | |

*Source:* (1) D.B.S. National Accounts: Income and Expenditure 1964.

### TABLE IV
### RANKING OF PROVINCES
### ESTIMATED FOREIGN TOURIST EXPENDITURES IN RELATION TO PROVINCIAL GOVERNMENT DOLLARS INVESTED IN TRAVEL PROMOTION
1963

| | Total Travel Promotion Expenditure ($'000) | Total Receipts from Foreign Travel (1) ($'000) | Receipts (2) per Dollar of Travel Promotion ($) |
|---|---|---|---|
| 1. Ontario | 1,105 | 336,000 | 304 |
| 2. B.C. | 624 | 71,000 | 113 |
| 3. Quebec | 958 | 107,000 | 111 |
| 4. Alberta | 165 | 12,000 | 72 |
| 5. Saskatchewan | 93 | 6,000 | 64 |
| 6. Manitoba | 309 | 18,000 | 58 |
| 7. Atlantic Provinces | 1,377 | 52,000 | 37 |

(1) The total travel receipts from foreign tourists for 1963 were distributed on a geographic basis using D.B.S. 1963 estimates for U.S. travel expenditures in Canada by province of entry.

(2) This is not a cost-benefit ratio, but rather indicates the total direct expenditures per dollar of tourist promotion on a comparable basis for the Canadian provinces.

Today, however, the average American tourist, although coming into the province by the millions, is not staying long. In 1963, for example, 58% of autoborne U.S. tourists to Ontario spent one day or less in the province. A further 24% were here for two days. Only 4.4% spent more than one week on their visits. Less than 250,000 U.S. cars were in Ontario in 1963 for more than one week. The challenge is to attract not only more tourists but also to convince those who come to stay longer.

**Total Economic Impact**

The foregoing analysis of tourist expenditures has concentrated on the estimated direct expenditure made by all foreign tourists in the various provinces. This direct expenditure, however, does not give a true picture of the total impact of tourist spending on the economy of the province. Consideration must be given to the multiplier effect of the expenditure on goods and services by the tourist.

The multiplier effect is not peculiar to tourism. It simply means that increases in income and expenditure in the economy set off a dynamic process as the money circulates through the economy, being earned as income by individuals and firms on the one hand, and being spent for consumption of goods and services on the other. In other words, the multiplier results from the fact that the money spent by the tourist in the province is in turn spent by the recipient in the form of wages, taxes, purchases of goods and services, etc.

Various studies have been carried out to determine the multiplier effect of expenditures on an economy. The federal Department of Public Works, for example, suggest that investment in public works projects have a multiplier of from 2 to 2.5 in most regions in Canada. This means that a project which has a total cost of $1 million will, in fact, create a total amount of business in a given region of from $2 million to $2.5 million.

Studies on the multiplier effect of tourist expenditures have also been carried out. The Checchi Company, under contract with the United States Department of Commerce, has constructed a model to estimate the multiplier effect of tourist spending. According to their analysis the theoretical multiplier ranges from a minimum of 3 to a maximum of 5.5. The study, however, concludes that the tourism multiplier stays within a fixed limit of 3.2 to 4.3 depending primarily on the industrial development of the country and the degree to which it relies on imports. Ontario, although industrially developed, has a very high import per person ratio. Therefore, the multiplier would probably be closer to the lower figure than the higher. In other words, one can safely assume a multiplier of some 3.5 for Ontario.

Using the Dominion Bureau of Statistics estimate that 55 per cent of total U.S. tourist expenditures in Canada is spent in Ontario, and applying this figure to total foreign tourist expenditures, one arrives at a 1963 figure of $336 million for the province. This is, however, only the direct expenditure by tourists. Applying the multiplier, one can calculate the total impact this expenditure has on the economy. Its total impact is $1.2 billion, or 6.8 per cent of the Gross Provincial Product.

Using this 6.8 per cent of Gross Provincial Product as the measure of the employment generated, one can estimate that foreign tourist expenditures in Ontario accounted for about 160,000 of the 2,370,000 people who were employed during 1963. If this relationship holds true, a net addition of $2,100 in direct foreign tourist expenditure will create one new job in the economy.

These jobs will be created in all sectors of the economy, not just in the tourist industry. The estimated 160,000 jobs takes into consideration the total impact of foreign tourist expenditures and the direct and indirect employment that stems from these expenditures.

The effect of the foreign tourist expenditures on the tax revenues of the province can also be calculated. The Checchi study mentioned above constructed the following formula:

$E \times M \times T = R$

E — Total annual expenditures by foreign tourists
M — Multiplier
T — Total government tax revenues as a per cent of G.N.P.
R — Tax revenue from foreign tourist expenditures

Applying this formula to Ontario:

$E = \$336$ million (1963)

$M = 3.5$

$$T = \frac{\text{net ordinary revenue (1963-64)}}{\text{G.P.P. (1963)}} = \frac{\$1.086 \text{ billion}}{\$17.7 \text{ billion}} = .06$$

Therefore, tax revenue from foreign tourist expenditures:

$R = \$336$ million x 3.5 x .06

$R = \$71$ million

In 1963 expenditures for tourist promotion and services by the Ontario government, according to the Canadian Tourist Association survey, totalled $1,105,000. The indicated cost-benefit ratio, therefore, is over 60 to 1 from foreign tourist expenditures alone.

However, this ratio is subject to downward qualification. For example neither the indirect expenditures of the government's promotional effort, such as salaries, travelling expenses, and operating costs, nor the substantial promotional investments of the private sector have been taken into consideration on the cost side.

With respect to the benefit side, the estimates of total impact of foreign expenditures on the provincial economy are based on a multiplier model specifically designed for countries of the Pacific and the Fast East, including such developed nations as Australia and Japan. Such a multiplier, coupled with estimates of the other variables in the Checchi formula, could overestimate revenues. If such a model were constructed specifically for Ontario, a more accurate estimate of the impact on employment and tax revenues could be obtained.

While these qualifications may materially reduce the earlier indicated 60 to 1 cost-benefit ratio, it would appear that for each tax dollar invested by the Ontario government in foreign tourist promotion a minimum of $20 in tax revenue is currently being generated.

## CHAPTER 4

# The Six Faces of Ontario's Tourist Industry

**Ontario has more cottager tourists than all the rest of Canada combined and they represent a major contribution to the economy.**

**Public assistance in varied ways may have to be offered if new major resort hotels are to be developed.**

**Greater governmental effort is needed to develop tourism tied to commerce and industry.**

**Ontario's promotional efforts to date have tended to be insufficiently specialized, both privately and publicly.**

**Individual citizen attitudes play a major part in influencing the spending of the sight-seeing tourist.**

In terms of contribution of "outside" dollars to the provincial economy, Ontario has perhaps six broad classifications of international and inter-provincial tourists.

### (1) The "Second Citizens"

The first and economically most significant of these, on a per capita basis, is the tourist property-owner who is, in the main, a cottager. He not only buys land in Ontario, but improves it through building. He pays annual taxes on such. He stays within the province far longer than the average tourist, and normally with his family. He has a tendency to acquire within Ontario more of his vacation needs, and, furthermore, to attract a higher proportion of other "foreign" tourists to the area by entertaining them, voluntarily or involuntarily, as guests in his summer home.

In no small respect he is a "second citizen". The two-car garage is here to stay in our economy and so, to a major degree, is the two-residence family.

When the summer residence of the tourist is located within Ontario, he is a major segment of a tied market, and one on which the people of the province can count for substantial revenue over a great many years.

It is for these reasons, of course, that many tourist areas in other lands have spent sizeable sums to promote foreign ownership of vacation home sites. The economic results thereof contain many potentially profitable lessons for Ontario. Through our cottage communities we not only develop a second set of taxpayers, but one whose demands on our social and welfare and educational services are negligible. And they are a class of tourists whose benefits can be spread, by adequate market promotion, over most of those parts of Ontario whose economic prospects in other areas of employment are less favorable. The cottager, in the main, does not demand more than scenery, access roads, and a minimum of recreational and basic services.

### (2) The Resort Hotel Patrons

Second most significant segment of our tourist industry in terms of per capita dollar earnings are tourist resorts and hotels which provide, at a relatively higher per diem cost, either above-average attractions in terms of scenery, angling, golf, skiing, water recreations, hunting, or some like specialized appeal, or are adjacent to broad tourist attractions of this nature, including, of course, the unique appeals of large urban areas.

Unlike the cottager or summer home tourist, who provides his own capital investment to entertain himself, the resort and hotel facet requires major capital investment on the part of the operator. Because of the relative shortness of Ontario's primary tourist season, now largely counted in terms of the summer months, investors have viewed this portion of the tourist industry with understandable diffidence. Unlike the rapidly burgeoning motel trade, the number of new resorts of major significance which have been erected in Ontario since World War II can almost be counted on the fingers of one hand.

It is not that Ontario does not have within its borders physical situations which offer attraction to resort-going tourists. It is simply that, in the main, the tourist season will not support the level of investment required. It is, indeed, doubtful if the resort complexes at Banff, Jasper or Murray Bay, with their magnificent settings, would be built today by anyone who expected to earn on his investment even the rate of return on government bonds. This generalization does not apply, however, to urban tourist convention centres which are able to cater to year-round business. It concerns more particularly the luxury resort hotel of the type found in the United States and Caribbean, but whose nine to twelve-month season there makes possible major investments in physical accommodation and international advertising.

Unfortunately, moreover, the relative scarcity of tourist establishments of this nature breeds only further scarcity. With so few resorts to carry on their economic shoulders the cost of merchandising the tourist attractions of Ontario beyond its borders, the appeal of the province to investor-operators of this type is naturally limited. The net result is that there falls back on government and semi-public agencies a far greater share of the burden of general tourist industry promotion than is the case, for example, in many areas of the United States, the Caribbean and Europe.

This does not necessarily mean that Ontario has to be reconciled to little or no further growth in its major resort and hotel establishments outside urban areas. It may mean, however, that, to encourage such, some measure of assistance may be necessary through tax concessions(1); through the construction, via public funds, of ancillary attractions of a nature designed to draw extra patronage; or through a greater provincial emphasis on natural or historical attractions which will feed patrons to such resorts and hotels.

For example, the siting of Upper Canada Village will undoubtedly in time lead to more new hotels and resorts with an historical theme in that area of eastern Ontario. In the northwest and northeast there appears to be a decided potential for the expansion of hunting and fishing resorts capable of developing international patronage provided government policy ensures to specific areas sufficient continuing supplies of fish and game.

### (3) The Tied Tourists

A third major segment of our tourist industry is that related to the convention business. This, to date, in respect to functions drawing patronage from outside the province, has been largely confined to the bigger urban centres within relatively easy access to border points by either road or air. Lack of scheduled airline facilities in most of our major resort areas has made this type of tourist trade less available to more remote districts, although certain centres within 125 miles of Toronto have begun to benefit by it substantially, and in other than summer periods.

Some more intensified survey of potentials by the accommodation segment of the industry itself, perhaps led by government, seems indicated.

Especially attractive is the potential of this aspect of tourism when one considers the number of industrial, professional and commercial links between Ontario, the United States, the United Kingdom and Europe. We are tied to market potentials here by bonds unparalleled in any other like jurisdictions.

Working with industry and commerce, with the trades and professions, it should be possible to double or even treble within the next decade the number of conventions, sales meetings, directors' meetings, etc. — large and small — which can be scheduled into not only our larger urban hotels and motels, but into many of our smaller resorts, provided only they offer the necessary standard of accommodation. Indeed, Ontario as the central province of

*Few new large resorts like this in recent years*

---

(1) On November 4, 1965, the federal Prime Minister announced that in designated areas, new tourist facilities will qualify for accelerated depreciation allowances permitted for other industries. Under these allowances, companies get a three-year corporation tax holiday plus a depreciation schedule that allows them to write off their machinery and equipment in two years and their buildings in five. This program, which has been in effect about two years, is to continue until March 31, 1967.

Canada and within one-and-a-half hours by air of one-third of the population of the United States, could be a prime convention target for literally thousands of organizations and companies. The relative geographical segregation of many of our medium and smaller resorts offers an added attraction to organizations seeking to hold their personnel within a confined area.

The benefits to the economy of "trade shows" is also sometimes overlooked. Despite the absence of a major, first class physical facility for such, Toronto in 1964 attracted over 25 such shows with an investment of close to $40 million. This volume could be increased by half.

To encourage the hotels and resorts of Ontario to increase their marketing research and sales promotion and to upgrade their standards of convention accommodation should be prime objectives of all departments of government, federal and provincial. These resorts and hotels can be a major source of increased "export sales" in terms of imported dollars. We should do everything we can to lengthen their season of economic operation, to assist them in selling their wares, and to formulate our tax, liquor, and related policies to encourage the attainment of adequate international standards.

### (4) The Specialists

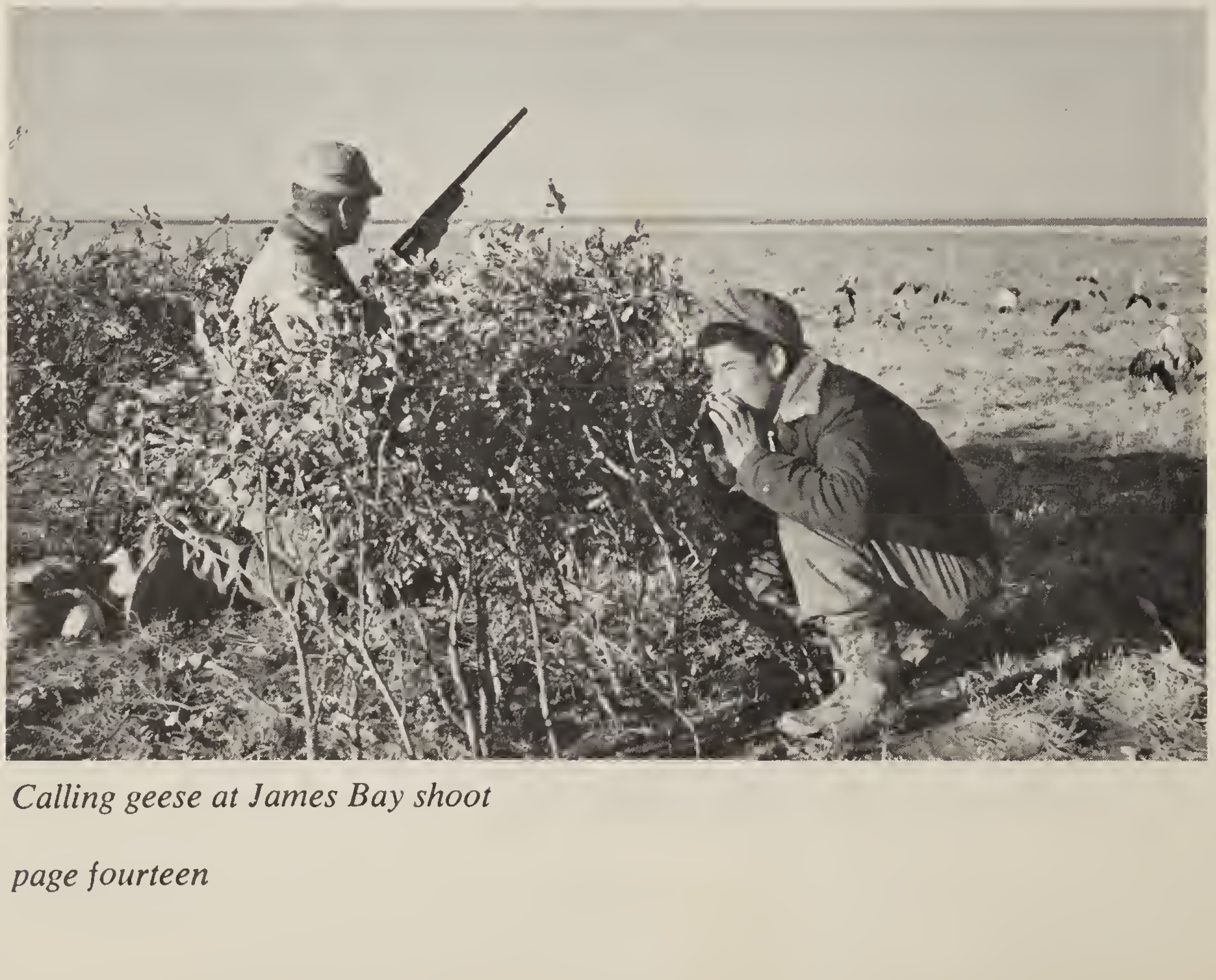
The fourth segment of our tourist industry is multi-faceted. Perhaps it is only characterized as an entity because of the degree of its specialization.

Within its fold are the "rock hounds", the men and women who collect interesting geological specimens; the tourists who fly their own planes in groups; the goose hunters who descend on Moosonee; the hikers who seek youth hostels and rugged trails; the antiquers; the visitors to religious or historic shrines; the pleasure craft owners who come to explore our charted and uncharted waterways; the touring golfers; the families who want to camp out in our provincial or private parks; the trailer-campers and the trailer-boaters; the thousands from other lands whose children come to our summer camps; the skiers. There is no end to the list.

Here are men, women and children who make a major contribution in terms of tourist dollars to our economy, but for whom it is necessary to develop not only specialized information but specialized services. They are the tourists for whom the cost of the means is less consequential than the end. And because many of these tourists are not concerned to restrict their activities to the months of July and August, they are peculiarly valuable to us.

They are twentieth century explorers, seeking something different, something to pioneer, something particularly interesting to show their friends back home. They are the forerunners of a host who will follow, and follow from all the ends of the United States and Canada, if we can tell them what we have, how they get it, and keep them happy along the way.

These indeed form a very large segment of our future tourist market, yet one that has not been too thoroughly tapped to date. Merchandising in this market, both public and private, has suffered from both a lack of local research and a lack of sufficiently pointed advertising. This is not a market, indeed, which we can afford to influence generally through mass media. But it is a market which responds excellently to direct mail and specialized media if we can only ascertain, without too much cost, just exactly who are these specific-interest tourists and then feed them fully with facts about their peculiar needs and wants. This means exploration of the use of class rather than mass media, and it involves the production of leaflets pointed in depth to specific themes. They may be inexpensive to print but more costly to produce in the light of the research required.



*Calling geese at James Bay shoot*

It may mean, for example, that the Department of Mines and the Department of Tourism and Information should cooperate in a special publication for "rock hounds". Certainly we can and should be doing more about selling the literally tens of thousands of pleasure-craft owners in the Chicago, Cleveland and Detroit areas on cruising our waterways, but only, of course, after we have adequately researched, ourselves, the existing facilities and seen what we need to do to make them more attractive.

This aspect of our tourist industry demands a full market study and it has yet to be done. Ontario has a big stake in its development and we have to know far more first, both as industry and a government, about what we have to sell, what we could have to sell, and how best to make a profit selling it for the people of Ontario. The prime factor, of course, economically, is that we are exporting to eager customers who come to buy from us at a profit and pay our gasoline and sales taxes on the way; and that, in the main, we are selling either a fully renewable resource or one which is sold simply by being seen and not taken away.

### (5) The Sightseeing Tourists

A fifth very large category of tourist visitors are the "sight-seers". They come almost entirely by car. They only generally know what they want to do and only very generally know where they are going. Unlike the special interest tourists, they want to be led, hour by hour, off the thruways and into the byways to see attractions of each and every type. In the main, they are family tourists and older tourists, less intent on detailed scheduling than on carefree enjoyment.

To get monetary mileage out of these tourists requires a most diligent application of courtesy, of good service, of point-of-sale merchandising because they tend to discourage easily, to turn the other way, rather than the other cheek, when they are disappointed.

To keep them happy we must start with courtesy and cooperation on the part of Customs, Excise and Immigration officials at the border; at our airports and stations; at our information centres — municipal and provincial; in our restaurants, gas stations and stores. We must run a sort of provincial "Welcome Wagon". And we must keep teasing them on, revealing one further interesting thing to see, to do, or to buy, at each intersection. This sort of selling, of course, calls for a degree of merchandising cooperation and an awareness, well beyond that which now exists on the part of all our people, of the individual stake which each has in the development of our tourist industry.

In no small degree government agencies and personnel, who can and should be aware of these facts of our economic life, can set the example for the private citizen. Each activity of government which can be put on view as a tourist attraction should be so promoted. This might well include fish hatcheries, seed extraction stations, arboreta in reforestation areas, displays of native animals and birds, perhaps even organized tours of experimental farms and agricultural colleges.

In addition, it has been recommended in almost every public hearing that a major educational program on the significance of tourism in our provincial economy should be undertaken jointly by public and private agencies at all levels from the school up. This is an industry in which we are all shareholders, all salesmen, all involved in the production lines.

### (6) The Short Stay Transient

The sixth segment of Ontario's tourist industry is one which is confined largely to areas bordering on the United States and Quebec. The one or two day tourist comes for a short visit to sight-see, to visit friends, to shop. At present the average length of the non-resident visitor-stay in Ontario is distressingly short. We can do something about this but it will require substantial market cultivation.

We could, for example, use our border areas not simply to sell these specific parts of Ontario but as introductions to attractions elsewhere and farther inland.

Cross-pack merchandising is just as essential to tourism as it is to any other multi-faceted industry. Each attraction should sell the merits of a visit to several more. We should not consider any single attraction as an end in itself but simply as one small but significant segment of the variety vacationland which is Ontario as a whole.

The many historical personages, for example, who link Canada and the United States — Brûlé, Champlain, LaSalle, to name but three — can be the bridge over which many more United States dollars will move north and thus contribute toward offsetting in some measure our trade imbalance with that country in manufactures and food. The Niagara Parks can tell visually something of the other over 80 Provincial Parks, how to visit them, what they offer, etc., just as the St. Lawrence Parks Commission system could naturally merchandise much of the eastern and northern part of the province.

*Antique shops are prime tourist targets*

It should perhaps be observed that the Committee has not neglected in its considerations the purely domestic aspects of the tourist industry of Ontario. It has been felt, however, that our prime target should be "foreign" dollars, whether they come from the United States, Europe, Manitoba, British Columbia, Quebec, the West or the Maritimes. Nearly every course of action suggested, however, will stimulate domestic patronage, as well as attracting in increasing numbers our "outside" visitors. Indeed, it could well be argued that priority in the spending of both public and private funds in connection with the Centennial should be given to projects which would be foreign dollar earners in relation to the tourist industry. There is nothing wrong with merchandising our "Canadianism" in this manner.

Finally, it might be stated that the tourist industry is always selling to a moneyed market. Visitors save their dollars regularly for recreation away from home. They expect to spend it. Indeed, they almost boast about coming home "short".

But it is also a discriminating market because the attractions now spread before tourists are world-wide. For example, in 1961, 1.7 million Americans took their holidays in foreign lands — 50% more than just five years earlier. Their expenditures were $3 billion.

Ontario faces the twin problem of greater competition for foreign and domestic tourist dollars, together with the basic need for making an overall profit in providing tourist services, because without that profit, we cannot afford in the long run to merchandise our attractions adequately.

Indeed, without that profit we will perhaps be unable to invest in reconstructed historic sites, in expanded parks, in the expansion of our fish and wild life population, sufficient sums to keep the tourists coming.

*Camping out is a world-wide trend*

## CHAPTER 5

# Who's Staying Where?

**Motels and motor hotels have been growing in number and in total accommodation four times as fast as hotels.**

**This expansion has come primarily, however, in and near urban centres.**

**Inns, tourist homes and tourist lodges are declining in importance and number.**

**The largest single increase in the entire industry has come in the number of persons camping in public and private parks.**

An analysis of Ontario tourist accommodation units available to the public between 1952 and 1962 reveals several interesting trends in the tourist industry.(1)

Foremost among these is the changing composition of the facilities available to people purchasing accommodation in the province. Table I following shows the distribution of tourist accommodation units by type of establishment for the two years, 1952 and 1962.

There are, however, a number of points that should be raised with respect to this table. First, the table does not include camp sites. Statistics on camping are not available prior to 1956 when the upsurge in demand for camp grounds first began to have an effect in Ontario.

Secondly, statistics on motels and cabins are lumped together. This is necessary because of the evolution of the motel from the tourist court. In 1952 statistics on tourist courts included both motels and cabin establishments. These two categories have since been segregated.

TABLE I

PERCENT DISTRIBUTION OF TOURIST ACCOMMODATION UNITS(1)

| | 1952 (%) | 1962 (%) |
|---|---|---|
| Hotels | 33 | 34 |
| Motels and Cabins | 16 | 26 |
| Inns | 5 | 3 |
| Lodges | 18 | 11 |
| Cottage Establishments | 14 | 13 |
| Tourist Homes | 2 | 1 |
| Tourist Outfitters(2) | 12 | 12 |
| | 100 | 100 |

(1) Excluding camp grounds

(2) Including motels, lodges, cottages, etc.

It is important to note that in the ten year period under review there has been a steady decline in cabin establishments.

Thirdly, to keep the table consistent, motels, lodges, cottage establishments, etc., listed as operated by tourist outfitters in 1962 have been combined together under the tourist outfitter classification to enable comparisons to be made with the 1952 data. Again this distorts the picture slightly but it is the only way to put the statistics on a comparable basis for the two years.

Table I speaks for itself. Motels have become increasingly more important in the tourist accommodation picture in Ontario.

### Hotels and Motels

The statistical evidence suggests that there has been a substantial increase in both the number of hotel establishments and the number of rental units in hotels. This is accounted for by two factors: the urbanization of our population and the construction of hotels in urban areas; and the classification of many new motor hotels as hotels under the jurisdiction of the Liquor Licence Board.

Figures available from the United States indicate conclusively that there has been a decline in the number of rooms available in hotels and a sharp decline in occupancy between 1948 and 1962. On the other hand, there has been a sharp rise in both the number of rooms available in motels and motor hotels and in occupancy during the same period. The statistics for Ontario disguise this trend because of the incorporation of all motels and motor hotels which are licenced by the Liquor Licence Board into the hotel classification.

The statistics available from the Dominion Bureau of Statistics do not shed any more light on this problem because of the definition of hotels as "establishments with six or more rooms providing lodging or lodging and meals for transient guests".

The situation is further complicated because motels and cabins were lumped together as tourists courts in the 1952 statistics. Thus it is impossible to determine how much of the increase in accommodation units is due to the construction of true hotels, motor hotels, motels and the decline in the number of cabin establishments.

Tables II and III give the statistcs that are available. While detailed interpretation is difficult, one fact is clear. The motel and the motor hotel has emerged as one of the chief sources of accommodation. In 1952, the hotel, motel and cabin group accounted for 49% of the accommodation facilities. In 1962, it accounted for 60%.

---

(1) It had been hoped to provide comparative data up to and including 1964 but in recent years changes in the statistical bases within the Department of Tourism and Information made this impossible. There would appear to be room for improvement in statistical reporting on accommodation facilities both federally and provincially.

The spectacular increase in the number of rental units available in motel and cabin establishments and the corresponding increase in the average size of establishment points up one further significant change in Ontario's accommodation facilities.

The motel business, in particular, has changed in recent years. By mid-fifties the replacement of cabins by motels had been very largely completed. Since that time there has been a marked shift to larger motels and the introduction of motel chains. Another innovation in recent years has been the construction of the motor-hotel which combines the features of both the traditional hotel and the automobile oriented motel.

Most of the new developments in both motels and hotels have been limited to areas adjacent to or within urban complexes. The question remains whether these developments will spread to the more seasonal tourist areas of the province. This would depend primarily on the ability of the industry to lengthen the tourist season, to attract more conventions into smaller cities and towns and generally to smooth out traffic flows over the whole year.

Certainly, within the larger urban complexes in the province, a revolution in tourist accommodation has been underway. As long as the economy of the province maintains an adequate rate of growth, it appears likely that this revolution will continue. In its broadest aspect this trend points to larger scale and better appointed accommodation units that provide the maximum in service facilities, including on-the-spot entertainment and recreation.

The growth in motels and motor-hotels does not mean that hotels are things of the past. Witness the large-scale investment in hotels in Toronto. Hotels, however, are increasingly oriented to servicing the needs of the community as a whole and depend to a large extent on the economic and cultural vitality of their local community.

Another interesting feature of the past few years has been the trend in relocation of hotels to meet the needs of a changing market. With the steady decline in intercity rail traffic in the past decade the locational advantages of the hotels adjacent to railway stations has diminished. Two major results stem from this: the building of new hotels on the outskirts of urban areas to tap the passenger auto-

## TABLE II

## TRENDS IN ONTARIO HOTELS

| | Number of Establishments | Number of Rental Units | Average Number of Rooms |
|---|---|---|---|
| 1952 | 869 | 28,929 | 33.3 |
| 1962 | 1,128 | 35,392 | 31.4 |
| % Change | +29.8 | +22.3 | |

## TABLE III

## TRENDS IN ONTARIO MOTELS AND CABINS

| | Number of Establishments | Number of Rental Units | Average Number of Rooms |
|---|---|---|---|
| 1952 | 1,628 | 13,860 | 8.5 |
| 1962 | 2,069 | 26,830 | 13.0 |
| % Change | +27.1 | +93.6 | |

## TABLE IV

## TRENDS IN ONTARIO INNS(1)

| | Number of Establishments | Number of Rental Units | Average Number of Rooms |
|---|---|---|---|
| 1952 | 229 | 4,356 | 19.0 |
| 1962 | 156 | 3,486 | 22.3 |
| % Change | —31.9 | —20.0 | |

(1) An Inn is defined in the Tourist Establishments Act as "a tourist establishment that operates throughout the year and has facilities for serving at least three meals a day."

## TABLE V

## TRENDS IN ONTARIO TOURIST HOMES

| | Number of Establishments | Number of Rental Units | Average Number of Rooms |
|---|---|---|---|
| 1952 | 351 | 2,199 | 6.3 |
| 1962 | 135 | 1,281 | 9.5 |
| % Change | —61.5 | —41.8 | |

## TABLE VI

## TRENDS IN ONTARIO LODGES

| | Number of Establishments | Number of Rental Units | Average Number of Rooms |
|---|---|---|---|
| 1952 | 946 | 16,352 | 17.3 |
| 1962 | 612 | 11,544 | 18.8 |
| % Change | —35.3 | —29.4 | |

## TABLE VII

## TRENDS IN ONTARIO COTTAGE ESTABLISHMENTS

| | Number of Establishments | Number of Rental Units | Average Number of Rooms |
|---|---|---|---|
| 1952 | 1,999 | 12,186 | 6.1 |
| 1962 | 2,278 | 13,906 | 6.1 |
| % Change | +14.0 | +14.1 | |

## TABLE VIII

## TRENDS IN ONTARIO'S TOURIST OUTFITTERS

| | Number of Establishments | Number of Rental Units | Average Number of Rental Units |
|---|---|---|---|
| 1952 | 1,474 | 10,840 | 7.4 |
| 1962 | 1,661 | 12,395 | 7.5 |
| % Change | +12.7 | +14.3 | |

mobile traffic and air traffic, and the construction of hotels in areas close to major shopping and commercial centres.

### Inns and Tourist Homes

There is very little to be said about two of the more traditional forms of tourist accommodation in Ontario: inns and tourist homes. The statistics are clear on this point—they are rapidly disappearing as an important aspect of the tourist accommodation business. In 1952 they accounted for 7% of accommodation units and this has declined steadily during the decade to only 4% in 1962.

### Lodges and Cottage Establishments

The two major types of establishments operating in the areas usually referred to as the tourist regions of the province have shown dissimilar trends. On the one hand, cottage establishments have shown fairly stable growth, although not in keeping with population growth, while lodges have declined rapidly. Whether these divergent trends are the result of changing patterns in demand or the result of other economic factors is not clear.

It would appear that the short season, coupled with the demand for a better quality of service and accommodation, has seriously hampered the lodge operation. Cottage establishments, representing a lower initial capital investment and a minimum of services, probably have been able to return adequate profits despite rising costs.

For both these types of operation, the future holds both problems and possibilities. Unless the tourist season can be extended, it is difficult to see how many new lodges can be built and operated at a profit. This applies to both large and small scale operations. Existing lodges can probably hold their own despite rising costs as many of the assets will be fully or partially depreciated. The future of the cottage establishments would seem to be more secure, but again the demand for more and better services may result in spiralling costs and smaller profit margins.

Both of these trends illustrate the dilemma facing operators in the highly seasonal tourist areas of the province. There is an increasing demand for facilities and services in the peak summer months which cannot be met at competitive rates without a change in travel behavior. The operator who extends his season by various techniques can be successful. The operator who gears his operation to the peak season will find more and more difficulty in keeping his head out of water.

### Outfitters

The types of establishments operated by tourist outfitters in Ontario range from lodges through to cabins and camping grounds. Much of the foregoing analysis applies here as well, with one additional comment. Tourist outfitters have, until the present, provided special types of services for the sportsman. As the growth in population in southern Ontario and the neighboring States increases, and as new highways are opened up into the northern parts of the province, the demand for new services, catering more to family groups, will increase.

It is in northern Ontario, probably more than anywhere else, that the type and scope of tourist facilities and services will change in the next decade. Northern Ontario represents, in many ways, a new frontier for Ontario's changing and growing tourist industry.

TABLE IX

TOTAL NUMBER OF CAMPERS ONTARIO PROVINCIAL PARKS

| Year | Number of Campers |
|---|---|
| 1956 | 86,641 |
| 1957 | 165,055 |
| 1958 | 277,183 |
| 1959 | 479,069 |
| 1960 | 592,103 |
| 1961 | 862,559 |
| 1962 | 1,063,127 |
| *1963 | 840,491 |
| 1964 | 916,281 |

*The apparent decrease is explained by the fact that, since 1963, renewed permits have not been included in the compilation of totals.

### Camping

If any aspect of the tourist industry can be singled out as the success story of the past decade, it is the growth in camping. Table IX shows the number of campers in Ontario provincial parks since statistics were first kept in 1956.

In 1962, the provincial parks in the province contained 140 camp grounds, and 14,319 camp sites. The 244 commercial camp grounds operating in the province provided another 9,509 sites, and the totals are rising rapidly.

The strength of this growth trend is likely to continue. Here the tourist, himself, has made an investment in his accommodation facilities and purchases only services at the camp ground. He has a degree of mobility that is lost when one registers in a lodge or rents a cottage. Finally, camping represents another essential element to an industry whose essence is variety. Its long run future is promising because both of the age distribution and increasing urbanization.

*Summer homes on wheels are getting more numerous*

CHAPTER 6

# Federal-Provincial Relations

**Much greater coordination of function between federal and provincial authorities is needed if the Canadian economy is to get the maximum mileage out of its tourist industry.**

**Research is inadequate and much of the criticism voiced as far back as 1946 is still unanswered.**

**Yet in many areas cooperation between the various levels of government is excellent and there appears to be a growing realization at Ottawa of the nation's economic stake in tourism.**

In the field of federal-provincial relations, the tourist industry is in step with the times. There are a substantial number of areas in which jurisdictional clarification would be most helpful.

In the international tourist market, Canada, as a nation has, of course, prime responsibility for showing the flag. It is provincially and locally, however, where final decisions are made. While perhaps the majority of our foreign visitors speak of vacationing in Canada, Canada has no single holiday face; nor indeed has Ontario. Switzerland may wear an almost universal image of lakes and mountains, but even Canada's smallest provinces have truly variety vacationlands to sell.

To the majority of our provincial governments, tourism is good business. Indeed to some of them it has meant proportionately, if one can judge from governmental investment in promotion, more than it has to Canada as a whole.

At a time when the relatively small nation of Portugal earmarks $16½ million to promote and develop its tourist industry, Canada's federal government tourist budget seems distressingly small.

It is small, moreover, not merely in terms of absolute dollars, but to some degree in terms of lack of promotional coordination between the various agencies concerned with selling our tourist assets.

Much of this lack of coordination, of course, stems directly from the multiplicity and variety of agencies concerned with the tourist segment of the economy. Nationally tourism may be a multi-billion dollar industry, but it has no single ministry to espouse its cause.

### Major Statistical Gap

The Dominion Bureau of Statistics, which collects and analyzes trends for many industries of much lesser significance, has never apparently been authorized by senior levels of government to undertake a major analysis of travel trends, domestically or internationally.

A. L. Brown, Chief of the Transportation Section, Public Finance and Transportation Division of the Dominion Bureau of Statistics, confessed to the annual convention of the Canadian Tourist Association in November, 1963, that "the scarcity of facts pertaining to the travel behavior of Canadians is an important statistical gap." He said, however, that "the Bureau has not been able to obtain new or assign present resources to expand the availability of travel statistics beyond those now being provided which relate predominantly to foreign travel," and added that "there are a number of major difficulties which would have to be overcome before a full-scale travel survey can be undertaken."

Federal-provincial conferences on the tourist industry, held annually at Ottawa, have too often been little more than an unveiling by the federal authorities of what they, themselves, have already made up their minds to do in the forthcoming year. There has not been adequate opportunity for provincial, regional or any other agencies to participate in planning at a meaningful stage.

One of the few such attempts is found in the Dominion-Provincial Conference on Historical Resources Development. Initiated jointly by the provinces of Ontario, British Columbia and New Brunswick, but with full federal participation, it has brought some semblance of consultation between all governmental agencies and has not neglected the steadily broadening relationship between travel and historical attractions. So far, however, it is only a promising beginning and it has never been officially asked to report to, let alone participate in, the federal-provincial tourist conferences convened by Ottawa.

It is interesting to note that as far back as 1946, the Honourable Arthur Welsh, then Minister of Ontario's tourist department, was asking the Canadian Government Travel Bureau to release its advertising plans to the provincial government prior to the annual Federal-Provincial Tourist Conference so that some measure of integration or coordination might be evolved.

### Problems Go Back Two Decades

Colonel Welsh then said: "I, for one, would like to see closer liaison between the federal travel agency and the railways on the one hand, with the provinces on the other. I would like to see our campaigns integrated with a central theme aimed at, first of all, selling Canada, and secondly, selling our own province. We are, in a sense, a gigantic department store purveying travel and recreation. Let us get our customer into the store, mentally at least, before we endeavor to sell him shoes or a necktie or a suite of furniture. Once he is 'sold' on Canada, then we can all be sure that we will get our share of his trade."

### Cooperation Good in Places

While there is still too little cooperation in external advertising promotion between the federal and provincial departments concerned, there are many areas in which the relationships between Ottawa and Ontario are excellent.

The Canadian Government Travel Bureau, which received over 1,200,000 written inquiries in 1963, has a system of referring tourist inquiries which is up-to-date and prompt. Office space is provided for provincial promotion during the summer months at federal bureaus in London, New York and Chicago and it would be available in Los Angeles if Ontario chose to take advantage of it. The two levels of government work together closely on tours of writers, travel agents, touring groups, etc. Cooperative film distributor programs have had a good pay-off for all participants. Federal publication, at some considerable cost, of regional event calendars, is, however, somewhat less defensible.

In all the forgeoing, one should not jump to the conclusion that absence of pre-planning between federal and provincial authorities is exclusively the fault of the former. Indeed, as in the case of historical resources development, where there has been a measure of provincial initiative, the federal agencies have cooperated.

In the past, there has perhaps been

too much of an attitude of let the government which has the biggest budget take the promotional leadership. The best ideas, however, do not always come from the biggest dollars. At least in some degree, Ontario and Quebec can and should undertake a larger measure of initiative in developing coordinated foreign advertising with the cooperation of the federal government.

It may be of interest to note here the recent expansion of the international program of the Canadian Government Travel Bureau which, prior to 1962, was almost entirely confined to the United States (a market, of course, which still remains the source of 90% of Canada's foreign travel income).

## Expansion Plans

In 1962 the Bureau opened an office in London, England, and began active promotion throughout Britain, supported by an advertising and public relations program. At the end of 1962, the Bureau, returned from the Department of Northern Affairs and National Resources to the Department of Trade and Commerce, began developing plans to cooperate with Canadian trade commissioners in 47 countries to ensure that Canadian travel publicity and publications were given wider circulation. In addition, the Bureau began to work with the Canadian Government Exhibition Commission in bringing a travel promotion message to important Canadian fairs and exhibitions abroad. In 1963, the Bureau initiated travel promotion in France and Germany.

A European General Manager was appointed, with headquarters in London, and Bureau representatives were later sent to Paris and Dusseldorf. In 1964-5, the Bureau opened travel counselling offices in Paris and Frankfurt, supported by public relations and advertising programs. French and German travel literature is underway.

Between now and 1967, the Bureau plans to recommend to the government the appointment of travel field officers for more European countries, for the Middle East, the Far East, Mexico, Central and South America and to expand its field staff and offices in the United States.

The Federal Department of Trade and Commerce, through which the Canadian Government Travel Bureau reports, has announced that its $5 million budget of 1964 will rise to some $7,600,000 in 1967. For that year a foreign tourist income target of $1 billion has been tentatively set.

## Federal Total 40%

The federal tourist promotional budget, however, has represented in recent years only some 40% of the total governmental promotional budget. The provincial authorities have been spending half again as much as Ottawa. More than two-thirds of these provincial dollars were pointed to the United States, but our overall governmental tourist expenditures in the U.S. are only a relatively small fraction of the investment made by other jurisdictions to woo trade from that most lucrative of all travel markets. For this reason alone, of course, a more closely integrated program of promotion between federal, provincial and regional agencies, private and public, is indicated.

Here again, the role of private agencies should not be downgraded. While exact figures are not yet available, it is altogether likely that on advertising space in magazines, newspapers, radio and television, Canadian transportation companies alone invest more than $5 million annually. And this total does not include the cost of folders, booklets and general publicity in the form of news stories and travel articles.

Canada has a big stake, federally and provincially, in the tourist industry — a very big stake — but not yet, apparently, a sufficiently large one to convince those responsible in government either to invest in the market research needed to ensure that promotional dollars are most economically spent or to make the most of cooperative merchandising.

And there is also much room for improvement in inter-provincial tourist relationships. Here Ontario might well take some initiative, particularly in relation to the inter-provincial travel dollar potential of 1967. Inter-provincially financed tourist information centres in the provincial capitals would be a worthwhile start in this direction. The cost would be small and the potential benefit large.

*Fort Henry, once built to repel Americans, now attracts them*

# CHAPTER 7

# Tourism North and South of the Border

**Tourism is the biggest two-way business between Canada and the United States.**

**U.S. spending helped Canada attain a tourist dollar surplus in its international balance of payments in 1963 and was up further in 1964. But, because of even more rapidly expanded spending by Canadians in the U.S. and abroad, Canada last year again slipped back into its normal post World War II deficit position.**

**Canadian and Ontario tourist promotion in the U.S. needs reassessment and expansion.**

**On a per capita basis, Canadians are still spending on U.S. travel, nearly ten times as many dollars of disposable income as U.S. citizens, with a much higher level of income, are spending in Canada.**

Tourism to the average Canadian is often defined in terms of travel between the United States and Canada.

That this should be so is understandable. The two nations are each the major tourist customers of the other.

In 1963, when Canada experienced its first surplus ($24 million) on travel account since 1951, the United States was responsible for $549 million, or all but $60 million, of Canada's total tourist take. That same year, Canadian travellers spent $585 million abroad of which $388 million was in the United States, a decline of some $42 million from the previous year.

Unfortunately, in 1964, according to official preliminary estimates, Canada slipped back into its traditional post World War II deficit position. Total revenues on travel account were $661 million and expenditures $713 million, leaving a deficit of $52 million. Canadian spending in the U.S.A. ballooned by $95 million, or some 24½%, to $483 million, while receipts from U.S. tourists were up only $40 million to $589 million. Canadian travellers spent $158 million more for travel in countries other than the U.S.A. than the citizens of those countries spent as tourists in Canada.

Of total visitors spending more than two days in the United States, Canadians represent some 85%. Total Canadian tourist expenditures in recent years have represented close to half the entire U.S. foreign tourist take.

In 1962 U.S. Government statistics show that residents of that country, including 5,800,000 visits of 48 hours or more, left behind them in Canada 88% of Canada's total international tourist income.

This is a mighty big two-way business.

As such, it is one in whose growth Canada has a frighteningly large stake and one whose trends are worthy of the most careful scrutiny.

### Statistical Short End

A study of recent flow trends of U.S. tourist dollars lends to Canadians not too much comfort.

While U.S. tourist spending in Canada in 1962, for example, showed an increase of 15.7% over the previous year, as compared with increases of 15% for South America, 11% for the West Indies and Central America, 10% for the Pacific and the Far East, 7% for Mexico, and only 5% for Europe and the Mediterranean (excluding investment in fares), total U.S. expenditures on foreign travel showed this order of priority:

| | |
|---|---|
| Europe | 33% |
| Canada | 26% |
| Latin America | 25% |
| All other | 16% |

Europe and the Mediterranean attracted $660 million U.S. tourist dollars; Canada $492 million; Mexico $395 million; the West Indies and Central America $178 million; the Pacific and the Far East $125 million; and South America $55 million.

United States tourists spent in 1962 on foreign travel $2,895 million, an increase of 9.5% over 1961. And of the 8,387,000 U.S. residents travelling outside their own country, 1,767,000 went overseas, 192,000 or 12% more than the year before.

### Analyzing U.S. Tourist Dollars

The total number of U.S. tourist visits to Canada continues to be impressive. Average per capita tourist expenditures on those visits, however, continues to be unimpressive.

Like Canada, the United States has been suffering from an unfavorable balance in its tourist dollar account. As a result it is undertaking a more careful analysis of tourist expenditures than we have done in Canada.

U.S. travel and passport statistics are analyzed not only for geographical origin, age of holders, method of travel, sex, citizenship, and occupation but object of travel, proposed length of stay, and timing of next expected trip.

For example, it has been found that there are 10% more women than men travelling abroad from the United States.

Major categories of occupation in 1962 were as follows:

| | |
|---|---|
| Independent business or professional | 29.0% |
| Housewives | 24.0% |
| Students | 11.5% |
| Skilled, technical or sales worker | 8.0% |
| Retired persons | 6.0% |
| None stated | 5.0% |
| Teachers | 4.7% |
| Clerk-secretary | 4.0% |
| Military | 2.7% |
| Civilian Government | 1.5% |
| Religious | 1.3% |

Of the total passports issued, 90% were for non-government purposes and of these the objects given were as follows:

| | |
|---|---|
| Personal reasons | 428,000 |
| Pleasure | 268,480 |
| Business | 73,890 |
| Education | 22,500 |
| Religious | 4,910 |
| Health | 1,490 |
| Scientific | 680 |

The following analysis of proposed lengths of stay of U.S. residents acquiring passports shows very clearly why U.S. per capita tourist expenditures overseas are so much higher than their expenditures in Canada.

| | |
|---|---|
| up to 1 month | 173,840 |
| 1 to less than 2 months | 370,240 |
| 2 to less than 6 months | 82,180 |
| 6 to less than 1 year | 70,100 |
| 1 to less than 2 years | 49,240 |
| 2 to less than 4 years | 118,630 |
| more than 4 years | 1,220 |
| not stated | 41,450 |

Assuming that only those staying under one year may be classed as tourists, the trend as between 1961 and 1962 is interesting. The short stay or under one month category increased nearly 15%. The one to two month group was down 13%; the two to six month group, up 57%; and the six month to one year category, up 55%.

### Longer Stay Targets

If these "passport" tourists from the United States, the people who spend more time and more money, are to become a specific target for Ontario and Canadian tourist promotion efforts, it would appear that the following points might be worthy of consideration.

1. Greater emphasis might be placed on specific appeals to women.

2. Organization of student group tours is a sound economic target, and teachers, as a category, could be more specifically approached.

3. Journals read by business and professional people and by skilled personnel in the production, technical and sales fields may offer a useful promotional medium.

Of course these statistical analyses of U.S. citizens touring abroad are being made by the United States government not to provide foreign jurisdictions with clearer sights for propaganda targets, but rather more clearly to outline the extent of the problem.

While tourism is a major economic force and a meaningful human activity, stimulating both international trade and understanding, it has received until very recently even less attention from the senior levels of government in the United States than it has in Canada. That is perhaps because only 48% of all U.S. residents in any year take a business or holiday trip of more than 200 miles away from home and only 1% of U.S. residents go overseas.

### Travel Deficit Shadows

Yet the travel deficit of the United States recently grew in only two years from less than one-third to more than three-fifths of the total balance of payments deficit in the United States.

This situation can have serious consequences for Canada and for Ontario in particular. This dollar deficit in the United States is both a political and an economic issue. As William D. Patterson, associate publisher of the Saturday Review, pointed out in a series of articles in Travel News, the official publication of the American Society of Travel Agents:

"Because of the vestigial twitches of isolationism and parochialism in the American psyche, because of old prejudices that tourism is only the frivolous pastime of a wealthy privileged minority, because of the opinion among many serious observers that travel is only a wealth-distributing force, not a wealth-creating force, because of the residual impact of the old patriotic slogans that Americans ought to 'See America First', 'Buy American', and keep their dollars at home, and because of the odd conviction that foreign travel dollars are the easiest to save, there are all the ingredients here for a serious issue for the travel industry".

The United States has recently moved to curtail the amount of duty-free dollars American tourists are allowed to spend abroad, much in the same way as steps have already been taken to curtail foreign investment. While the latter have been effective, the former as yet has apparently yielded no significant result.(1)

### Selling Into Canada

On the other side of the ledger, tourist agencies within the United States, like the New York State Travel Bureau, have increased their promotional efforts in the Canada market. The latter has established a Montreal office and is printing tourist literature in French.

The United States Travel Service, a federal agency, has been giving consideration to the establishment of promotional offices in Canada. Already they have sales offices in most other nations whose citizens have dollars to spend abroad. We cannot expect them to overlook Canada and Ontario too much longer, any more than we can overlook the U.S. market. The Industry Advisory Committee to the United States Travel Service has advocated an increase in its budget from the current $3.35 million to $10 million and urged that "Canada should be added to the list of countries wherein the government's promotion efforts are directed".

This same Advisory Committee to the United States Travel Service, however, has opposed governmental action to restrict travel flow. Indeed its positive outlook, while bringing the Canadian market under more intensive cultivation, also preaches an expansion of international travel by U.S. citizens.

Its report to the U.S. government contains these recommendations:

"There are a number of powerful reasons, other than economic, for encouraging American citizens to travel to both developed and under-developed areas of the world, including those areas dominated by the USSR. A public better equipped to understand and express its views on international affairs will improve the chances of enlightened government leadership in a world of multiplying new nations, new problems and new opportunities . . .

"The problem of keeping abreast of developments in a fast-changing world requires understanding on the part of our citizens as well as our government officials. Old doctrines, old policies and old techniques become obsolete . . .

"International travel, whether viewed from the point of view of its political, social or economic value, needs to be encouraged and nurtured as a vital force in maintaining America's role of leadership in the coalition of free, democratic nations.

"Unfortunately, Americans have not developed a taste for international travel to the extent that it is practised in other leading nations. The ratio of international travellers to population for Canada is 26%, for Germany 10%, for Britain 8%.

"In this age of rapidly shifting political and economic alignments, it is equally important to have the number of overseas visitors to the United States greatly increased. There is no more effective way of improving international understanding than by encouraging people from other countries to visit the United States to meet Americans from many walks of life, to observe our ways and to appraise at first hand our attitudes and intentions . . .

"To summarize, never before in history has a nation, with a population as large as the United States, been able to provide a standard of living high enough to allow millions of its citizens to enjoy the benefits of foreign travel. It must be obvious, in view of this, that the government should place the emphasis on increasing its earnings from travel, not decreasing its expenditure in this sector, if it is to maintain its goal of expanding its international trade and that of its allies".

It is more than fortunate that Canada lies next door to a nation of travellers. Not only has this led to greater understanding and goodwill between our neighbor nations than is perhaps found in any other two like jurisdictions elsewhere, but, as William D. Patterson, to whom reference was made earlier, points out, tourist travel is a many-faceted economic gem.

It is wealth-producing, and not merely

---

(1) Should the United States be forced to consider further restrictive measures, it has been suggested that the Canadian government might explore with Washington the merit of some continental tourist policy with a "See North America" theme.

a wealth-distributing force in our national economy and in international trade.

It is a recreational restorative to health in days of increasing occupational strains.

It stimulates investments and business. Many business tourists are also looking for and finding new business opportunities abroad. Investment breeds travel and travel nourishes investment.

Travel stimulates trade. Any country is the best possible showplace for its own products and any tourist is a prime customer prospect.

Travel is an essential part of man's basic freedom. Freedom of movement, indeed, could in time become the most important factor in breaking down international barriers of misunderstanding and ill will.

Travel is education and diplomacy. "The congested, contracting world we live in requires adults with experience of other peoples and other countries to seed their respective home-lands with the tolerance and understanding of our differences so urgently needed to enable man to survive. Travel is diplomacy, not only because tourists are, or should be, diplomats without portfolio, but because the tides of tourists in themselves create not only economic but psychological well-being in the host countries. The presence of tourists is a visible symbol of peace and security".

The opening of the Trans-Canada Highway has had a major effect on U.S. travel to Canada because the latter is 90% by car. Canadian highways, totalling 300,000 miles with only four million cars registered, present a relatively uncluttered look to the average U.S. touring motorist.

But while in 1964 Canada had a $106 million favorable balance of tourist trade dollars with the United States, we need only recall how far short we are of both desirable and attainable goals when we realize that one-tenth as many people with a generally lower level of income are spending in the United States nearly as many dollars as ten times as many U.S. citizens, with a considerably higher percentage of disposable income, are spending in Canada.

Canada, to the United States, is a most friendly foreign country, a nation with attractive "differences", a neighborly people, and challenging natural and historical resources, yet one which has still to sell itself to most Americans as worthy of a vacation visit.

# CHAPTER 8

# Overseas Tourism

**Foreign travel dollars, with other than a U.S. origin, have never made an important contribution to the Canadian tourist industry, and only very recently have we been concerned to do something about it.**

**Other nations, however, are waking up to the opportunities of overseas promotion and Canada has, potentially, as much to gain as the United States if it will invest more time and effort in research and specialized promotion.**

**The best opportunities appear to lie in tourism tied to business and in the large ethnic groups, recently come to Canada, who have relatives and friends who would like to visit them in their new homeland.**

Until relatively recently neither our federal or provincial governments, nor private domestic agencies in the tourist field, have concerned themselves overly with attempting to sell Ontario as an overseas tourist target.(1)

True, government offices abroad have acted as information centres, but few films, folders or other sales media have been specifically pointed to the British, European, Asian, African, Australasian, Caribbean or South American markets.

In terms of immediate profit, this attitude may well have been, and may still be, justified. Foreign tourist visits direct to Canada from other than the United States in 1960, the last year for which segregated statistics are available, totalled only 47,885.

Of these, 31,802, or approximately two-thirds, came by air. The breakdown was as follows:

| | Total | By Air |
|---|---|---|
| United Kingdom | 25,851 | 16,457 |
| Other Commonwealth | 4,964 | 3,821 |
| Europe | 14,502 | 9,266 |
| All Other | 2,568 | 2,258 |
| | 47,885 | 31,802 |

By contrast, in the first half of 1963, overseas visits to the United States totalled 331,000, an increase of 26% over the first half of 1962 and of 49% over the comparable period in 1961. Even visits from Mexico to the U.S.A. were up 24% in the first half of 1963 as compared with 1961.

**Air Borne Source**

More and more of the overseas visitor traffic to North America comes by air, and air lines serving Ontario and Canada from abroad have not made major investments in merchandising this country. They have held, perhaps quite properly, that the market potential is exceedingly lopsided. Canadians have many more dollars to spend overseas than have overseas visitors to Canada, and also are much more travel-minded.

---

(1) In 1964 Canadians spent some $230 million on foreign travel to other than the U.S.A. while the total Canadian travel income from other than U.S. tourists was only $72 million. This "overseas" travel dollar deficit of $158 million (as compared with $137 million in 1963) appears likely to grow in the decade ahead.

The fact that relatively few international air lines fly into Canada and that our own air lines have few profitable long hauls from other parts of this continent also works against an international tourist promotion budget. There are only two Canadian air links between South America and Canada; only CPA, BOAC and Air Canada fly into Ontario from Europe; CPA's Asian flights are limited. The U.S. air lines, the big international promoters of tourism, stand to make little profit from selling Ontario's attractions as compared with merchandising those of the United States.

Overseas tourist traffic to Canada and to Ontario is, of course, limited by other factors.

To most Europeans and Asians, Canada is still a country in which vacations are largely limited by temperature to two or three summer months. Transport companies have concentrated on our geographical attractions. The number of student tours to Canada from the United Kingdom and Europe have been negligible in comparison with the number of youth groups headed from North America to Europe. Coming to Canada to see a Canadian way of life and a different, new and exciting nation has not been used extensively as a selling tool.

Save for the successful promotion of the Laurentians in South America, especially in Venezuela, Canada and Ontario have done little to sell their winter attractions. European resorts to much of the world are a more interesting "buy".

## More Research Required

Selling Canada and Ontario to the overseas visitor is no easy task. It is one which needs an approach of much more than promotional dollars.

To date there has been limited analysis of the motivation of overseas visitors to Canada. This is a field which, for its own nation, has only recently been examined by the United States Travel Service.

And here again it should perhaps be stressed that in terms of acquiring tourist dollars, motivation is of consequence only as it helps one find and sell a market. In terms of dollars left within our borders, a traveller who comes largely on business makes no greater or less impression on the currency scales than one who comes to see relatives or one who comes solely for recreation. Indeed both provincial and federal governments in Canada have too often tended to overlook airborne tourist dollars because they have assumed that tourism and vacationing were one and the same thing and that everybody, or nearly everybody, who travels by air comes on business and, therefore, would come anyway, and spend just as much, whether any government or private agency assisted him or not.

Here are some highlights of those United States Travel Service surveys of overseas visits, conducted in 1962 at two of that nation's major international airports. While percentages shown, based on the number of those responding, are only approximations, they do indicate certain basic facts.

Why did they come? Business, private and government, accounted for approximately 33⅓% of the visits. Persons combining business and pleasure accounted for a further 15%. Purely pleasure trips represented about 25% and visits to relatives or families over 30% in the case of flights coming from Europe and the United Kingdom, and as little as 6% on those originating in the Far East.

## High Dollar Potential

From these statistics may perhaps be drawn several conclusions. Firstly, in selling Ontario abroad, people in commerce and industry represent a prime target and, if the United States experience is any criterion, many will be prepared to combine recreation with business. This is a market, moreover, which can be reached through selective media at a relatively low per capita cost. And it is a market which can have an industrial expansion pay-off beyond the immediate consequences of personal investment of travel dollars. Even the latter is sizeable, averaging, in the sampled U.S. visits, $618 per capita, not including air fare. It is a far, far higher dollar potential than the car-borne tourist market and the average air tourist stays over twice as long.

Secondly, as a nation one generation closer in terms of much of its population to foreign homelands, Canada — and Ontario as the locus of more new Canadians than any other province — has a greater per capita potential in capitalizing on "tourist visits to relatives and families" than even the United States. Here, too, is a select market, and one which can be reached through restricted media. It is a tourist market, moreover, with which many arms of government are now in frequent contact.

The fact that 25% of those travelling by air from overseas to the United States come purely for recreation indicates, also, that, in time, a similar traffic can be evolved for Ontario. This, however, is a secondary or tertiary target in the overall program and one which perhaps can be economically probed for the next few years in cooperation with the Canadian Government Travel Bureau; the air lines, domestic and foreign; and travel agencies.

## Long Range Planning

The United States' study of air travellers to determine the average planning period for overseas trips indicates that our foreign visitors generally spend much more time deciding just where and when they will go than the more "spur-of-the-moment" North American tourist. This, of course, is not unnatural for purely economic reasons. Travel to this continent for the overseas tourist represents a much higher per capita investment in disposable income dollars. In terms of normal vacation enjoyment, the tourist dollar still buys a lot more in many parts of the world than in North America. We cannot offer "economy" vacations to Europeans. We must merchandise worthwhile, if costly, "differences" in recreational and cultural pursuits.

The U.S. Travel Service reports that, in the 1962 samples, about half the overseas visitors planned their own trips; travel agencies organized perhaps a seventh of them; the air lines themselves handled about one-tenth; and the businesses with which the travellers are employed organized 20% of the itineraries. Various trade, religious and travel associations handled another 5%.

These statistics indicate, of course, that in fostering overseas travel, the commerce and industry door is a wide one; cooperation with commercial and charter air lines(1) on a broader scale would be warranted; and that Ontario and Canada would be well advised to provide an information and consultation service to foreign-based travel agencies.

## More Information Needed

In cultivating the overseas travel market, it is, moreover, essential to provide a much greater depth of information than is found in most of both our public and private pamphlets. To the European, the Asian or the South American planning a trip, Canada represents, in very truth, "the unknown country". And because it is going to cost so much to visit there in terms of disposable income, it is a "save to see" project of no mean proportions.

---

(1) There is currently not one active international charter air service based in Ontario, although one is being organized.

The overseas tourist is much more selective than his North American counterpart. He wants more for his travel dollars in terms of tourist exposure because his travel dollars cost him that much more. And he wants to have readily available the information, including detailed costs, to give him that planned pay-off.

Surveys indicate that the great majority of overseas travellers by plane, and even more so those who come by boat, plan their itinerary well in advance and in considerable depth. The U.S. Travel Service studies show that only about one traveller in five plans for less than a month prior to his visit; over half plan for one to six months; and many for over a year.

The essentiality of promotion directed through families and relatives, through business associations and through travel agencies — as distinct from larger consumer advertising budgets — is given added weight by the answers to the question "What prompted your visit?" put to the same group of air travellers to the United States.

### People-to-People Selling

Next to purely business considerations, by far the biggest category was "advice of friends". It was followed in this order by travel films, conventions, newspaper ads, magazine ads, radio and TV.

The role of personal selling and the importance of individual attitudes is once again stressed by the fact that well at the top of the category of what was "most enjoyed" were "friendly people" and the "American way of life". These substantially outranked sightseeing and scenery.

As might be expected, plane travellers as a group are in the main hotel patrons, although close to one-quarter stay with friends and relatives.

Their economic benefits go far beyond the main airport entry point. For example, of the travellers surveyed at Kennedy Airport, N.Y., two-thirds went to points beyond New York City.

And perhaps one of the more amazing facts emerging from the Kennedy Airport survey in June of 1962 was that, of the travellers interviewed, no less than 43% were on their first trip to the United States and a further 18% on only their second journey.

Building a sound travel image for Ontario overseas, if begun selectively and pointed to specific proven markets, can be a substantial dollar earner for the province.

The place to start, however, appears to be the markets with which we already have proven ties in terms of family and business associations.

## CHAPTER 9

# Selling Away From Home

**Increased foreign investment in tourist facilities in Ontario would be good business for the entire economy.**

**International promotion depends in large measure on such association, especially since, in Ontario at least, most of Canada's major transportation companies have gone out of the resort business.**

**Canadian air lines have spent their promotion dollars primarily on selling away from home and few public or private agencies, or individuals have made any concerted, broad effort to seek out foreign tourists.**

**Ontario has few international air links and fewer flights still which serve resort areas outside the metro centres.**

**Governmental promotion services have not yet elicited the full potential cooperation from the air lines in merchandising domestic attractions, nor have they made full use of the services of travel agencies abroad.**

As we try to expand our international tourist trade, Ontario's tourist industry would probably benefit more than it would suffer from a larger infusion of foreign capital.

The present governmental policy, for example, of charging $50 annual licence and inspection fees for tourist establishments owned by non-residents of Ontario as opposed to $10 fees for provincially-owned establishments is somewhat difficult to defend.

Such fee differentials are open to the interpretation: "You are not wanted."

In point of fact the more Manitobans we can encourage to build and operate tourist establishments in Ontario, the more traffic we are likely to develop from that province. The same applies to Quebec, to the United States, Europe, and the United Kingdom.

The individual who makes his winter home in Ohio, for example, and builds and operates a summer resort in Muskoka, the Georgian Bay, or on Lake Nipissing, finds most of his customers among his neighbors in Ohio. The dollars he thus brings through foreign merchandising make a much greater contribution to our economic growth than the relatively small profit he may take home each Fall to help sustain his own livelihood in Ohio. This, indeed, is the cheapest way, in terms of Canadian dollars, for us to build foreign tourist business.

### Unable to Pay Promotion

The same applies to our larger resort hotels. Ontario's tourist industry suffers, in comparison with the tourist facilities of many other jurisdictions, from a decided lack of facilities prepared to, and economically capable of, shouldering a share of the substantial cost of international tourist advertising.

The number of Ontario resort hotels in this category one can count on the fingers of one hand. Even in metropolitan areas, less than half a dozen Ontario hostelries have any consequential budget for tourist advertising outside their own borders. Such private foreign publicity as is given to Ontario stems very largely from the association of certain establishments with national or international chains. The Americans to the south, the Quebecois, even Ontario residents who establish resorts abroad, all seem much more dedicated to international advertising promotion than our domestic tourist resorts and hotels.

A similar problem arises in connection with our major transportation companies.

There was a time when most of our tourist traffic in and through Ontario travelled by rail. And the attractions of rail-served tourist facilities were promoted internationally by our two big Canadian railways.

### Out of the Business

Today, not a single railway-owned, resort hotel remains in Ontario. The transportation companies themselves are limited to promoting tourist targets such as Banff, Jasper, Murray Bay and Quebec City. The last of the Great Lakes cruises, operated by Canadian Pacific Steamships from Port McNicoll to the Lakehead in Ontario, and the Canada Steamship Lines' three cruise ships on the St. Lawrence and the Saguenay, have just announced the end of their passenger business.

Over ninety percent of our international tourists come to Ontario by car. Here the major agencies which might be concerned to promote this trade through foreign advertising are those immediate and direct beneficiaries such as oil companies and the governments whose gasoline tax receipts from the tourist industry are most substantial. It is encouraging to note that certain of the domestic U.S. oil companies have extended their advertising of tourist information services to attractions north of the border, and that Canadian-based oil companies are expanding their already substantial tourist informational services. This is an area which both government and private tourist associations in Ontario might well find worthy of further cooperative exploration.

Fastest growing of our tourist transportation facilities, of course, are the air lines. And here, too, as was set out in the preceding chapter, we have many economic factors working against us.

### Caribbean Potential

One long Air Canada haul on which promotion might in time be justified, however, is the Canada-Caribbean link.

Availability of travel dollars among both the white and colored populations here is rising rapidly. With the flow of tourists from Canada rising equally rapidly — and the two factors are not unrelated — together with the fact that not only our less humid summers but our unique and different "snow" offer "no place like home" appeals, the time may well be ripe for a planned cultivation of potential northward tourist traffic from this area.

It may be noteworthy that only in February, 1965, did Air Canada extend to passengers flying from the Caribbean to Canada the same 21-day low economy excursion fares which had for some years been available to Canadian nationals wishing to take their holidays in foreign countries.

Canada to many Caribbean residents is a second motherland. Indeed many would welcome, as would Bermudians, the political addition of these regions to Canada. There is a great reservoir of goodwill which can be tapped here for tourism.

*Three million travel through Malton annually*

Canada's only other national air line, Canadian Pacific, has long haul routes to other lands but, unfortunately, these also are limited to the point where the supply of promotional dollars are likewise limited. Direct travel from the Far East and from Mexico to Canada is not yet extensive. Until Canadian Pacific's business grows to the point of being profitable, it is most difficult to ask it to shoulder any major burden of foreign selling. The efforts to expand traffic from Japan to Canada, however, deserve every support.

The obvious, yet perhaps most difficult area to explore in terms of building air travel to Ontario lies to the south in the United States and depends, in no small degree, on either the extension to other U.S. centres of Canadian lines or the extension of terminal privileges in Ontario to more U.S. air lincs, or both. Such a development could and should lead to greater growth rates in international tourism to and from our biggest market.

### Few Centres Served

A further barrier to be overcome lies in the fact that there are few scheduled air connections to our major tourist resort areas. Air flights into Muskoka, tried by Air Canada, failed to generate sufficient traffic. Air Canada's "Fin, Fur and Feather" hunting and fishing excursions by air from the United States have paid off for a number of resort areas in northern Ontario and can, and undoubtedly will, be expanded. Charter and "non-sked" air services are providing throughout most of northern Ontario direct access to fishing and hunting resorts. But, in the main, air lines lead only to urban tourist centres.

In respect to foreign air carriers landing in Canada, Ontario tourist promotion agencies, public and private, and indeed federal agencies, have yet to exploit the full tourist promotion potential.

Only recently has the Canadian Tourist Association, for example, developed a plan to provide provincial promotional literature to air line counters in foreign airports. And few private or public agencies yet have such literature available in other than English.

Even Air Canada counters outside Canada have performed only a limited function as information centres for prospective tourists, and provincial agencies have to date explored this area of promotion only in a most superficial way. It would appear that international tourism could be given a real shot in the arm by greater coordination between federal and provincial tourist agencies and air lines. It is in the air today that we show the flag.

### Missed Opportunities

Not only in ticket agencies and at airport counters, but aboard the planes we seem to miss a number of selling opportunities. We have sometimes wondered what would be the attitude of Air Canada, CPA, American, Mohawk, BOAC, and other lines servicing Ontario, if the Department of Tourism and Information, or some private agency, were to offer to provide a travel magazine edited for plane passengers telling in depth of the tourist attractions available within Ontario.

The air traveller is a very big, and also the fastest growing factor in the travel industry, yet we are slow to sell him. Too often we seem to think because he is going somewhere fast, that he cannot be persuaded this time, or the next time, to go anywhere different or anywhere extra. Yet it is the airborne tourist who has available the biggest budget of foreign dollars.

### Airport Travel Service Centre

The committee has recommended to the Ontario Government that it establish an information centre in the new Malton airport.(1) Such a centre could not only offer guidance to the close to three million travellers who pass through this airport annually, but could be of substantial help to new arrivals in the province from abroad. It also, in no small degree, could "show the flag" of opportunity for the tens of thousands of foreign businessmen who travel to Ontario by air. More capital investment in manufacturing stems from interest generated through tourism than we realize. Few promotional investments could have a better pay-off for either the federal or provincial tourist departments.

### Market Untapped

It may well be, rather than establishing further governmental tourist offices outside our own boundaries, Ontario and Canada would be well advised initially to consider some form of promotional aid to existing travel offices — air lines, steamship, travel agents, etc.

No arm of the Ontario government, for example, has apparently to date made a survey in sufficient depth to find out how we might be able to use travel agents' services abroad to promote more tourist business into this province. Nor indeed has there perhaps been a full governmental liaison with this most important facet of the tourist business right in Ontario.

The same might be said of the facilities in existing provincial and federal offices abroad. Undoubtedly they can be used more effectively in the promotion of one of our nation's biggest industries. The various arms of government can and should cooperate to a much greater degree in the interests of tourism. It has been held that the appointment, at least temporarily, of a travelling ambassador, whose task it would be to promote the better use of all government offices abroad, would be a worthwhile investment of Ontario's tourist promotional dollars. And here again we must provide these offices with travel literature keyed to market demand.

### Building on Industry

The multi-stranded corporate links between Canada and Ontario and many international agencies can be exploited to the benefit of all concerned. An appeal to this end was sent out in the latter part of 1962, at the suggestion of the Committee, over the signature of the then Minister of Tourism, the Hon. Bryan L. Cathcart, to over 1,000 foreign business leaders with interests in Ontario. It is reproduced below:.

The problem, here, of course, was, and is, adequate follow-up. While the letter received a good and favourable response, the mechanics for providing to the persons interested an adequate directory of convention accommodation was not there. There is no such directory. It does not exist regionally, let alone provincially. The development of convention business on an international scale has to date been confined to far too few resorts and hotels in Ontario.

### Private Initiative

But this can come, and will, if the persons concerned within the province are sufficiently interested in playing host to their professional and business associates from outside our own borders.

Here, however, public agencies can

## Minister Appeals to Businessmen To Promote Tourism

"I do not need to point out to you that, in the solution of many of the problems which it faces, government must rely on the active assistance and cooperation of leaders of the business and professional community like yourself.

"For some years now, for example, we have suffered from a rather sizeable unfavourable balance of tourist dollars. We are a travelling people, we Canadians, and, in the interests of better world understanding, it is good that this is so.

"The problem, however, is that, per capita, we have been making a lot more visits to the United States and abroad than our fellow North Americans and our friends in Europe have been making to our country.

"Recent research into the travel industry has clearly demonstrated that a large percentage of travel is influenced by family and business ties. The significant and fast growing role of conventions in tourism is an obvious example.

"Yet we in Ontario, and in Canada generally, have not always, perhaps, been as active as have our friends to the South in selling our towns and cities and our resort areas as desirable sites for business and professional get-togethers.

"Among the recommendations which have recently reached us from the Ontario Economic Council's Committee on the Tourist Industry has been the suggestion that industrial, professional and commercial organizations in this province might, through their many liaisons in the United States, in the United Kingdom and on the continent, arrange more visits to Ontario by their foreign associates.

"Whether these be executive conferences, sales meetings, trade association or professional conventions, Ontario has outstanding facilities. They are admirably geared to a small get-together at a hunting lodge, a conference in a resort hotel or a major convention in a large city.

"Some of your associates outside Ontario may not have visited our province. Indeed the full range of what it has to offer in this line may not be known even to you. As a result, I am arranging for the full facilities of my Department to be made available to you in exploring arrangements along this line.

"From such business-based tourism, of course, we gain not only a most welcome contribution to our balance of payments, but we make new friends for the province in an influential segment of the world community and may well, in addition, interest new foreign investment.

"But I am confident that you are already well ahead of me in seeing the potentialities. May we count on your help to make them work for all of us over the next few years?

"And if you have any specific recommendations for the development of this further aspect of Ontario's 'trade crusade' which could help expand the contribution of tourism to our economic growth, they will certainly be most welcome. Tourism is already Ontario's third largest export industry and it can and does work for all of us."

*—Bryan L. Cathcart*

---

(1) The Montreal airport has recently installed a small theatre facility with the potential for exposing travel films. A similar proposal was made by the Committee to the federal authorities for Malton but was not acted on.

give greater leadership. There is an understandable reluctance on the part of anyone to host a party, big or small. To the extent that that party contributes locally, regionally, and provincially, to economic development, local, regional, and provincial agencies should be prepared to assume their share of the burden.

Many more local chambers of commerce, for example, could establish convention committees and make available to them time and promotional dollars. Regional tourist councils and development associations could provide program contributions and supply promotional literature to help attract potential attendees. The provincial and federal governments could supply other essential promotional aids from information on border crossings and detailed arrangements of side trips to letters of welcome from ministers and prime ministers. The examples set by many American state agencies in this field are worthy of close study.

But this host-consciousness must primarily be an individual thing. Many good hosts are born, but some also are made, even if it is occasionally a somewhat lengthy educational process.

How many of us, for example, when we are conducting normal business or personal correspondence with friends outside our province, sincerely mean it when we pen at the close of the letter, "hope to see you soon"? How many of us are prepared to back up an invitation to visit us with the necessary supplementary information to make such a visit appealing? How many of us even set the time and place? How many of us say "why not bring along your wife and family the next time you come and spend a few days touring our area. Enclosed are some pamphlets describing the many interesting things you can see"? In other words, how many of us as individuals, as local chambers of commerce, as regional development agencies, or indeed in government, practise what we preach?

Yet of every dollar we earn, we owe over six cents to international tourism.

### Invitations to Return

In a small community in another province several years ago, the chamber of commerce made arrangements for several school classes to write to each person who had signed the guest book at their local information centre the previous year.

The pupils' letters were simple. They merely said we were very happy to have you visit us. Won't you come back again this year?

"Will ye no come back again" applies to more than Bonnie Prince Charlie.

It is the key to all tourist development.

It is the key to repeats, the profit for any business.

And the key is not one which is found in cold type on a tourist folder, on a highway sign, or indeed in the grandeur of lake or mountain, the splash of leaping trout or the cry of a loon. All God has given us, all we can do to promote these gifts professionally and commercially, all will be for nought if the people of Ontario do not want to make the extra effort to be a good host, to mean "welcome" when their road signs say it.

For tourist targets are, in reality, people. And people only come back where and when they feel they are wanted.

## CHAPTER 10

# Market Within a Market

**Ethnic groups can become among Ontario's best tourist promoters, but only recently have we begun to use their volunteered services.**

**Their ties in Europe and in the United States are natural merchandising links; their contributions to domestic tourism have brought to it new color and variety.**

**The introduction of the Canrailpass is a good start, but we have not yet seriously tackled the tourist potential of student and teacher tours, of ethnic conventions, of youth camps, of encouraging visits from overseas relatives.**

Too long overlooked as a major potential in the development of Ontario's tourist industry is the market within a market — the 915,000 residents of Ontario who in the 1961 census reported that neither English nor French was their mother tongue.

Of this group, some 635,000 are post-World War II immigrants of ethnic origin other than French or English. While the majority of them have found their homes in and around metropolitan Toronto, they have settled throughout the province.

These people are proven "tourists". Indeed, they would not have left their homelands if they had not been travellers and adventurers. Moreover they voluntarily chose Ontario. It was not thrust upon them. In addition to the preliminary assessment of assets which led to the decision to settle here, they naturally are concerned to find out more about Ontario just as soon as they can afford the time and dollars to do so.

And, as often happens, they become more confirmed lovers of, and boosters of, their adopted land than those who were born within its borders. Given half a chance, they can be among our most enthusiastic provincial salesmen.

Moreover they fret somewhat that they have not been given the opportunity of serving their adopted land in this sales endeavor. This was made amply clear in meetings held with the editors and publisher representatives of the 57 newspapers and magazines located within this province and published in 23 "foreign" languages. The Tourist Industry Committee was informed that these meetings were the first occasions at which the representatives of government had asked specifically for their help and the help of their over 314,000 subscriber families in expanding the economy of this province.

### Want To Sell Canada

They went to some length, for example, to point out that, in terms of trade crusades, new Canadian groups were naturally, on a per capita basis, the biggest consumers of imported goods. In the tourist field their newspapers are regularly in receipt of tourist promotion features in story and picture mat form, sent freely by the pertinent governments of Europe. Yet, as people who had chosen Canada as their home, they told the Committee they wanted to help in promoting things Canadian.

And they were not specifically asking for more advertising support although, of course, it would be welcome. What they wanted most was access to tools which could help them better inform their readers of the tourist attractions of Ontario, of ways in which they could contribute to the development of the significant "differences" which of themselves bolster the provincial tourist industry.

The Tourist Industry Committee was impressed by the extent of the cooperation offered. This ethnic market offers in no small degree a captive audience for the development and promotion of tourism. Until attaining Canadian citizenship — a five-year process — travel to the United States is limited to those acquiring visas. Moreover since Ontario and Canada is "all new", there is less incentive to seek tourist targets abroad.

Ties of family and friends are of prime importance. New immigrants to Ontario, for example, have many relatives and acquaintances living in the United States, especially in the larger border cities. Most of these latter people are one generation longer out from Europe or Asia, have accumulated more disposable income, and are able and interested to visit the Ontario homes of these more recent North Americans.

### Ethnic Links To South

Many are the links between ethnic groups in the United States and Canada. Many newspapers have a circulation in both markets. Editors and reporters of the foreign language press regularly write articles and send pictures to their associated publications in the United States. One Latvian editor in Toronto, for example, tapes broadcasts each week to be aired over a number of radio stations across the United States. Their subscribers often are in private communication with family and friends in the United States. Many of the Ontario-based ethnic publications are owned by groups or associations rather than by individuals. These bodies are broadly based and have commercial connections in other spheres. Here are proven links to a major part of the U.S. travel market.

Editors and reporters for Ontario's ethnic press can and should be better informed of our tourist attractions, public and private. They should be supplied with feature stories and illustrations about those attractions when they are not able, themselves, to visit them. If Ontario found government sponsorship of annual tours by U.S. weekly newspaper editors a worthwhile investment of tourist promotion funds, the similar program recently initiated for the domestic foreign language press should prove effective. A regular feature photo or mat service to the foreign language press should be a responsibility of the publicity branch of the Department of Tourism and Information.

*$500,000 art gift to Ontario at Tapawingo in Metro Toronto Conservation Area*

A small, informal committee of ethnic editors has been established to work in liaison with government agencies in this endeavor, assisted by the Citizenship Branch of the Department of the Provincial Secretary and Citizenship.

### Week-End Tourists

In the foregoing promotion, however, there are several considerations which should be kept in mind. Firstly, many new immigrants put in long hours of work to establish themselves in their new homeland. As a result much of their tourism in the early years is restricted to weekend travel. Thus a fair percentage of the provincial attractions to be promoted has to be found within 150 to 200 miles of the border and of larger urban centres.

Secondly, these recent Canadians like to be shown that they are welcome at the hotels, resorts, motels and parks which they propose to visit. In provincial parks this is no problem. Seldom does one hear more languages spoken simultaneously than on summer weekends in Ontario's rapidly growing public parks system. Europeans are great tenters and campers and no small part of the boom in park patronage has stemmed from this market.

Relatively few private tourist establishments in Ontario, however, have made any major effort to cultivate this growing market. And it is not the lack of tourist advertising patronage which concerns the publishers of those media. They point out very simply that newcomers to any country like to go where they are invited, where they are sure they will be welcome.

### Specialized Appeal

A number of resorts and hotels in Ontario have been established by immigrants and have directed their promotion particularly to European groups in Canada and the United States.

Some have been most successful and are now attracting general patronage because of the distinctive "differences", for example, of their food. This development should be encouraged so they do not become lost in the too traditional "meat and two vegs". In our overall tourist promotion, we should, as a government, publicize, at least to foreign language groups on this continent, resort facilities which cater to their special interests.

And here again we must realize that many of the most attractive tourist targets for Canadians, new and old, and especially visitors from Europe and Asia, are found right in our metropolitan centres. Toronto's Chinatown, the unique Jewish Market, the Serbian district, and many more, to a great segment of our tourist visitors are of equal and often greater interest than Fort York, Casa Loma, or the Black Creek Pioneer Village. A guide map of Toronto, for example, which would stress these types of tourist targets could be a real asset to the tourist industry and instrumental in attracting visitors to the province as a whole.

### Historical and Craft Heritage

These close to a million newer Canadians are also often more deeply interested in our native historical heritage than are those of us who grew up here and take it all for granted. Many have been the suggestions from immigrant groups for the publication at a provincial level of a map detailing points of historic interest throughout Ontario — historic sites, buildings and museums. (It was first issued in 1965 by the Ontario Department of Highways.)

While on the subject of "differences" which benefit Ontario's tourist industry, we sometimes forget that many of the craftsmen whose handiwork can best assist the growth of our souvenir industry are found among immigrant groups. Some further publicity for the endeavors of such people and, indeed, perhaps even the establishment of rentable craft workshops in such areas as the Niagara Parks system, could offer a new and very worthwhile fill-in to the currently much criticized lack of native souvenirs. How much better to have Sino - Canadians, German - Canadians, Czech - Canadians, Italo - Canadians and others manufacturing souvenir handcraft on the spot than importing the products from their former homelands. Folk art festivals are also worthy of study as tourist targets.

## Foreign Travel Promotion

One of the major explorations undertaken by the committee in cooperation with the ethnic press of Ontario was the extent to which it made economic sense for Ontario to promote international tourism, based on ties of family, from Europe and Asia.

The answer was a virtually unanimous "it should be done and it can be done".

While it is true that in many instances air or steamship fares to permit mother and father to visit their children in Canada are being put up, at least in part, by the children here, this is still a most worthwhile venture. From Denmark, Holland, Germany and some of the more prosperous European markets, more and more tourist travel to Canada is based solely on foreign currency.

In either event, we are conserving, or adding to, our tourist dollars and constantly enlarging the circle of people interested in visiting us now or in the future.

Numbers of family visits from Europe and Asia to new Canadians in Ontario are now counted in the thousands annually. Over 3,000 came in 1963 from Poland alone.

Many of Ontario's ethnic newspapers, for example, are sent back regularly as supplements to family letters. Many are the Ontario tourist promotion pieces which they could arrange to have their readers mail to families abroad if only they were available, at least in part, in understandable languages.

The ethnic editors, as a group, have volunteered to work with the Departments of Citizenship and Tourism and Information in this regard. A common series of color reproductions could be used in such a folder with text translations being perhaps the sole variant.

## Editors' Recommendations

There are other projects in which governments, provincial and federal, might participate in increasing both foreign and inter-provincial tourist flow. Among those suggested by the tourist-conscious European segment of Ontario's ethnic press were the following:

(a) The Canadian railways should consider adopting a similar travel ticket system, perhaps only for sale outside the country, as is now in effect under Eurail. Canadian and U.S. bus lines already promote 99 days of travel for $99.

This recommendation was conveyed to the vice-president, passenger sales, of the CNR. The "Canrailpass", introduced December 1, 1964, gives tourists from Great Britain, Ireland and Continental Europe, unlimited travel in Canada for a period of 30 consecutive days on all CN-operated trains. Children's tickets cost $50 compared to the adult fare of $99. (Effective Dec. 1, 1965 its provisions were extended to U.S. tourists but for the October to April period only). The Canrailpass covers rail transportation only and holders pay extra for sleeping or parlor car accommodation. It is sold through CN's offices in Great Britain and Paris and through authorized sales agencies in Europe. Canadians may buy it for use by friends and relatives planning visits to this country. The passenger shows his passport as well as the Canrailpass when boarding a train.

(b) Air Canada, if it could persuade the international air transport authorities to agree, might fill up a goodly number of its relatively less patronized westbound flights by making arrangements to provide, on a return basis only, "visit the family in Canada" tickets with no guarantee of accommodation. On such a "bump" or "filler" system (as is used by Mohawk, for example, on its domestic flights for service personnel), charter flight costs might be approximated. Ethnic associations in Ontario might themselves be encouraged to promote charter flights to Ontario.

(c) When family or friends arrive in Ontario, many of our newer Canadians cannot take time off from their work to show them around. Bus or other transportation companies might arrange more sight-seeing tours to points of tourist interest within at least southern Ontario. The ethnic newspapers, themselves, might be persuaded to promote some regional bus tours.

(d) International travel by student groups and teachers is a marked characteristic of European life. Can we capitalize on this? Could we promote student exchanges, teacher tours? This is a big market.

(e) Continent-wide conventions or get-togethers, based on language and/or nationality, are becoming increasingly common. In 1963 a Latvian congress met in Ontario. We can do more to attract such meetings to Ontario.

(f) The Polish youth camp operated by Father Ignatius at Barry's Bay is attracting groups from U.S. centres. Can similar projects be developed elsewhere? Here indeed is an area of tourism which demands early attention from both public and private authorities — the role of our youth camps in generating foreign dollars. More and more United States families are interested in sending their children to Canadian, and in particular, Ontario camps. They then come to visit their children and become, themselves, potential permanent summer visitors. The problem, of course, is that camping is such a sharply expanding segment of the vacation industry that, despite the rapid growth of such facilities, most such establishments are finding their accommodation sorely strained. It is not uncommon to have to make registrations a year or more in advance. Europe, which has a fine tradition in youth camping, might be able to provide additional personnel and investment funds to help our domestic youth camp industry catch up with demand.

(g) Could we provide new Canadians going back to visit their families in Europe and Asia with informational kits designed to tell more adequately the pleasures of a trip to Ontario? Most returnees are thought of as coming from "America". Indeed most Europeans still consider that Niagara Falls is in the United States. There is an opportunity for much more aggressive selling on a personal basis.

(h) Could we sponsor tours as a means of helping our younger immigrant Canadians, and the children born to immigrants here, to learn more of our province and its tourist attractions? They will spread the word, and subsequently take their parents and friends with them. (In this connection, the Committee has suggested to the ethnic press association that, if it will come up with a cooperative plan under which up to 40 students would be selected annually through some sort of essay or like competition, these students will, through provincial government cooperation, be enabled to visit one or more of the major points of tourist interest within the province. This might take the form of a bus tour to Upper Canada Village, to Niagara Falls, to Huronia, to Fort Henry, to Algonquin Park, etc.).

(i) Vacation periods in Europe are traditionally much longer than in Canada. Four weeks is common. More and more this trend will encourage holidaying overseas. This is an area Ontario should watch and exploit.

(j) Specific organizations are being developed in Europe which, through three year savings plans, are assisting parents to visit children abroad. In Holland, government makes available a full year's welfare or pension payment to aged people, in advance, to permit such trips. Dr. A. W. Schippers of the DeNederlandse Courant has been asked to help establish a similar organization in Canada to tie into this world-wide movement.

## CHAPTER 11

# Helping People Out and In

**Ontario's citizens are among the world's most active foreign travellers. Toronto has over 200 travel agencies.**

**Commission rate structures followed in Canada tend to encourage travel abroad as against travel at home. Unlike many other tourist economies, Ontario tourist operators have not generally been prepared to "buy business" from abroad.**

**Package tours offer a major potential but have not yet been broadly developed.**

In the Yellow Pages of the Toronto Telephone Directory there are just under 200 listings for "travel services and agencies".

Indeed of all Canadian cities, Toronto's populace is the one which perhaps might be most aptly described as "on the go".

*Toronto's new city hall is also for tourists*

There is, moreover, hardly an Ontario community of over 20,000 population which today does not have one or more full-time travel agencies in addition to railway, bus and air line sales outlets.

The big problem, of course, in terms of our provincial tourist industry, is that nearly all these various agencies are working hard earning commissions by selling Ontarians not simply on vacations outside the province, but right outside of Canada.

This is natural. This is where the money is in vacation, business and family travel. And there is no point in trying to shut our eyes to this fact of life. We have at least as many able, intelligent people trying to convince us to get away from Ontario as there are trying to interest us in holidaying at home.

Travel agents have a good case, too, to bulwark their present policies. Until very recently no railway paid commission on sales of single tickets. On domestic flights commissions are 5% as compared with 7% on foreign flights. Bus companies allow a 10% commission in Canada or abroad, and this end of the tourist transport business is growing, especially for package tours. But most resort hotels in Ontario, and indeed in Canada generally, are reportedly not too interested in bookings through Ontario-based travel agents. At the height of the summer season they have enough business anyway and individual family or small party tours are considered by many to be something of a nuisance especially when there is 10% off the top of the take.

North American travel agents, selling a single customer a trip to any point in Canada, receive the following commissions:

| | Single | If part of package tour |
|---|---|---|
| Rail | 0-10% (1) | 10% |
| Air | 5% | 10% |
| Bus | 5% | 10% |
| Water | 0-10% | 10% |
| Accommodation | 10% | 10% |

On the other hand, trips arranged by a Canadian or other North American travel agent, to Europe or to any other country other than the U.S. or Canada generally qualify for the folowing rates of commission:

| | Single | If part of package tour |
|---|---|---|
| Rail (Europe) | 10% | 10% |
| Air | 7% | 10% |
| Steamship | 7% | 10% |
| Bus | 10% | 10% |
| Accommodation | 10% | 10% |

A wholesale tour operator in North America, operating tours outside of continental North America, receives a 15% to 20% commission out of which he pays the individual travel agent a percentage, usually 10%. In many instances, the wholesale tour operator receives folder allowances from the various countries to be visited, varying from $200 to $700 per country. Operating within North America, however, the wholesale tour operator has to provide his own promotional folders and plan tours with no outside assistance. He, therefore, normally adds an over-riding percentage to the tour cost after paying travel agents the normal 10%.

### Package Tour Potential

Imaginative package tours of Ontario could have a substantial pay-off for travel agents but inability to book groups into resort hotels is a handicap. Commercial accommodation is often less attractive to the holidayer.

One person long experienced in the travel agency and package field claims that a bus tour including Niagara Falls, Toronto, Upper Canada Village and Fort Henry, Ottawa, and Algonquin Park, could bring in a great many foreign travel dollars. Air Canada recently flew to major centres in the eastern and central states directors of Canada's famous religious shrines. They recognized in group travel to such shrines a growing potential but, unfortunately for Air Canada and the railways, most of it will inevitably come by car and bus.

Mention has been made earlier of the Fin, Fur and Feather air package tours to Northern Ontario resorts. Air Canada is handling these itself and it is not known to what extent private travel agencies have been invited to participate.

Pre- and post-convention tours to points of interest in Ontario have not been developed to anything like their potential. A large part of the blame for this attaches to the hotels and transportation companies concerned; some to the travel agencies.

More can be done by both private tourist operators and the Department of Tourism and Information in cooperation with domestic travel agencies. Avenues for new, cooperative action are now being explored. It must be admitted, however, that the greater potential of activity in this field probably lies in a much closer wooing of interest from travel agents abroad.

Here Ontario has hardly scratched the surface. If we are short of accommodation for most of the season in our normal resort hotels, we could concentrate more on selling the sights and sounds of our cities.

A recent BOAC advertisement, for example, pictured Montreal in terms of a Laurentian wilderness. Montreal's metropolitan "urbanites", as Toronto's, are even more appealing to many a traveller. Europeans and Americans are just as used, if not more used, to going to the city for a vacation as they are in going to the country. It is differences again which count, and we have plenty of attractive differences to merchandise in this field.

## CHAPTER 12

# Conference on Tourist Communication

**Inter-provincial travel between Ontario and Quebec can be greatly expanded.**

**There appears to be both a sound economic basis for such expansion in the light of complementary attractions within the two jurisdictions and their common historical and cultural bases.**

**Private communication media are prepared to help build this inter-provincial traffic if the governments concerned will take the lead.**

In November, 1963, the Tourist Industry Committee, in cooperation with the provincial governments, convened at Quebec City a Conference on Tourist Communication. Participating were representatives, selected by their own associations, of the weekly and daily press, radio and TV, the CBC, and of tourist trade periodicals serving the provinces of Ontario and Quebec.

During the two day sessions, in which the Ontario Minister of Tourism, senior members of his staff, the Deputy Minister of Tourism for Quebec Province and a representative of the Canadian Tourist Association also took part, the promotional programs of each provincial agency were reviewed and evaluated, and a number of recommendations made which are currently under study in each jurisdiction.

It was agreed that there was a very real opportunity for expansion of present inter-provincial travel but that a considerably broader awareness of attractions and facilities is a prerequisite.

While Quebec has, for some years, been "selling" into Ontario, both for Ontario trade and to garner U.S. travellers on the way through, Ontario's efforts to attract tourists from her sister provinces, both east and west, have been less substantial.

### Competition and Cooperation

There was general acknowledgement that there was both a need and a sound economic opportunity for both competitive and cooperative tourist merchandising and that, while tourists from Ontario represented to Quebec a current volume well in excess of the total tourist traffic from all U.S. states and other Canadian provinces, Ontario was only beginning to take advantage of the appeal to Quebec residents of its parks, beaches, historic sites, trailer-boating and other facilities.

---

(1) The CNR introduced a 10% commission on rail tickets sold by recognized travel agencies effective November 1, 1965. Previously no commission was paid.

To the people of the Montreal area particularly, the Ontario - St. Lawrence parks and attractions are becoming increasingly important, but out-of-province tourist targets for Quebecois are still largely found in the north-eastern United States.

New England and New York State, it was reported, are among the favorite vacation areas for most of Quebec's travellers, and the state, municipal and private tourist agencies of these areas have long been directing toward the Quebec market more promotional dollars than have comparable public or private agencies in Ontario.

During the conference, the Ontario Minister of Tourism and Information announced that, starting in 1964, a number of his province's tourist booklets would be available in French.

Robert Prevost, senior representative of Quebec's tourist department, announced that his province was sponsoring a 30-minute color film, entitled "Land of Good Neighbors", in which the attractions of communities in Quebec were twinned photographically with those of other tourist centres in Ontario and elsewhere throughout Canada.

It was agreed that Quebec's emphasis on "hospitality" and the effect which it has had both in attracting tourists and in educating their native "hosts" could well be emulated by Ontario.

The entire group agreed that a second general session should be convened at a later date to review progress made in developing an industry which means so much economically to Canadians, and which could do much to engender better understanding between the citizens of the two provinces.

## Sixteen Recommendations

Among the recommendations made during the course of the conference were the following, and not in order of relative importance:

1. The seasonal, as well as the year-round tourist information centres operated by the governments of Ontario and Quebec should each carry more basic tourist information for distribution to persons seeking travel guidance on attractions in the neighboring province.

2. Quebec has for some years made a border-crossing count of cars travelling into the province, classified by licence plates. Some 42 students, employed from 7 a.m. to 10 p.m. daily, and at an annual cost of $8,000, record points of origin by licence during the peak travel period. Traffic from Ontario, according to these figures, was up 28% in 1962, as compared with the previous year, and down some 8% in 1963. It was agreed that such statistical information could also be of assistance to Ontario and some shared method of assembling could be explored.

3. Quebec authorities, largely at a local level but with some provincial guidance, have undertaken studies to prove the importance of tourism to municipal economies. These surveys are carried out in conjunction with economics departments in provincial universities. The survey on the impact of the Quebec City winter carnival, which currently brings in over $8 million, is undertaken, for example, by Laval. Standard techniques of initiating such surveys are being assembled by the Quebec Department of Tourism and will be made available to local agencies wishing to establish a more accurate gauge of dollar and job impacts. It was agreed that Ontario could gain from greater knowledge of such studies and that a similar approach with universities in Ontario might well be explored. An inter-provincial exchange of survey techniques would be helpful and all agreed that much more public education concerning the economic benefits of tourism was a prerequisite to enlarged tax investment in expanding this money-making industry.

4. Unlike the Ontario tourist or "lure" booklet first sent in answer to general inquiries, the Quebec counterpart gives detailed data on each tourist region, identifying attractions and photographs by name and geographical location. It was reported that, with few exceptions, the industry has accepted this approach because it realizes that selling must be specific to have a proper pay-off. It was agreed that Ontario's approach in this respect had been weakened by reason of the apparent desire to avoid offending or bonusing any one tourist target.

5. Quality of the Quebec tourist literature in terms of photographic, printing and typographic excellence(1) was held in some instances to be superior to that of Ontario although the variety was considerably more limited. It was explained that the Quebec Department adheres to a very high standard in this area and had on occasion rejected complete printings in order to ensure maximum tourist acceptance. In Quebec many photographic illustrations are purchased by government from private photographers as it has been found somewhat less costly thus to acquire top grade illustrative material. A full-time graphic arts technician, however, is on staff. (Ontario has since added such a person).

6. Communications media representatives from Quebec felt that Ontario is missing a real bet in not publicizing the attractions of its Spring season, its longer Fall, and the fact that one can, in many Ontario waters, go swimming comfortably before the season opens in Quebec or New England. It was agreed that this point had been overlooked in Ontario's promotional emphasis.

7. Radio and television association executives present expressed wonder that the provincial promotion agencies did not make available, as does, for example, the United Kingdom, the U.S. air lines and other like tourist agencies, libraries of news fillers and film clips. These are most useful, and supplement paid adver-

*Quebec Conference examines potentials*

---

(1) A single, meaningful logo, for example, has been adopted for the word "Quebec" wherever it appears in display size on folders, posters or in ads.

tising expenditures extensively. It was agreed that this would be explored and that a study would be made of the program policy of each station to determine what type of information could be fed to it on provincial tourist targets to assist in the broad educational endeavor.(1)

8. Recommendations were made that travel films could be much more extensively used by community groups. Indeed it might well be that a "kit" of travel films and related promotions could be assembled for use by such groups in money raising activities.

9. Representatives of the French and English weekly newspapers present agreed to prepare for their membership at least one article on the points made at the conference and to attempt to generate additional news and editorial features on the impact of the industry at a local level. The president of the Ontario Weekly Newspapers Association suggested that a series of "filler" paragraphs on various aspects of Ontario and Quebec tourist targets could be regularly distributed to the weekly and daily press and might well be widely used.

10. In view of Ontario's substantial lead over Quebec in catering to the tenting, trailering and trailer-boating tourist, it was agreed that this was an area in which inter-provincial promotion was more than justified economically. The very rapid expansion of the trailer industry in Ontario, and more recently in Quebec, and also of the tenting equipment and marine business, led to suggestions that the provinces might well find it wise to explore means of "equipping" each new trailer and boat, not only in the two provinces but in adjacent states, with a kit of tourist targets and facility guides. Articles especially prepared for trailer and tenting magazines in the U.S. and Canada about Ontario's excellent facilities were also recommended. A detailed comparison with Michigan's facilities was suggested as the latter may well lead North America in catering to this particular aspect of the tourist industry.

11. In view of the extent of the common historical heritage of Ontario and Quebec and the fact that Quebec's historical attractions rate by survey near the top of its tourist appeal, it was recommended, and subsequently agreed by the governmental representatives present, that there should be active exploration of a joint, bilingual publication on this theme for distribution within the two provinces and perhaps in the neighboring states.(2) Selling the "best of both worlds" in a single promotion was held to have merit both as a tourist attraction and as a means of promoting improved appreciation of not only differences but our shared heritage.

12. As a means of making available more money for travel promotion it was suggested that each provincial agency might well copy some of the private tourist promoters and experiment for a period of time with charging, say $1, for a complete kit of tourist information on the province. It was agreed that the quality of the publications of each province warrant such a charge although individual pamphlets might still be mailed free on request. The governmental representatives, somewhat surprised by the suggestion, agreed to give it study. It was pointed out that this policy was now in effect in a number of air lines.

13. It was agreed that Ontario's service of tourist news and photographic features to travel editors and others in the communication media field could be substantially strengthened.

14. It was pointed out that travel advertising is now second only to automotive advertising in national print volume. Yet neither the governments of Ontario or Quebec are giving communications media the opportunity of developing added promotion from private businesses in the tourist industry because little or no advance information is given of governmental promotional plans. Given such, all media representatives agreed that they would endeavor to develop tie-in linage as is done for competitive tourist areas in the United States, Caribbean, and Europe. It was agreed by all present that this was an area of neglect in past years.

15. Growth of travel film clubs, in centres large and small and in the United States and Canada, led to questions as to why government agencies are not getting more Ontario and Quebec films into these get-togethers. Television station owners said that Pan-American Airlines and many foreign government agencies provide travel promotion film to them free, on 24 hour notice, but that, while it made such film available without charge in the U.S.A. and Europe, the National Film Board has no free travel film service within Canada.

16. Communications media representatives present were generally unaware of the extent of the present travel promotion programs of the provinces and said that, if they did not know about them, perhaps they were not alone. It was agreed that considerable additional merchandising mileage might be attained if not only the hotels, motels and resorts, transportation companies, and other agencies engaged in tourist promotion through advertising were more fully acquainted with provincial programs and could build on them more effectively, but that all provincial communications media could help if given fuller access to seasonal public objectives and programs.

Considerable favorable comment was voiced by those participating on the printed annual reports presented by both the Ontario and Quebec tourist departments, but it was felt that much of the more detailed market analysis and samples of promotional advertising, contained in the Quebec review by Director Robert Prevost, might well be included by Ontario as a means of educating all concerned as to the role of the industry in the province's economy.

*Early French links attract U.S. tourists*

---

(1) The National Film Board, with the financial assistance of the Canadian Government Travel Bureau, each year makes available internationally but not within Canada, an average of 10 such film clips of two to three minutes each. It is prepared to distribute provincially-made "clips" or "televisits" without charge but only three provinces are currently cooperating to this end. Ontario is not one.

(2) Ontario's Minister of Tourism and Information announced November 16, 1965, that the Ontario and Quebec governments, in a cooperative venture, will publish a bilingual promotion booklet, in full color, covering the Niagara to Quebec City region with specific emphasis on Niagara Falls, Toronto, Ottawa, Montreal, EXPO, and Quebec City.

# CHAPTER 13

# Vive la Différence

**Tourist appeal is based on differences — in flags, foods, souvenirs, heritage and way of life.**

**It is on these differences that nations experienced in tourist promotion have long relied for much of their sales appeal. Only recently has Ontario uncovered the tourist dollars that lie in our historical attractions.**

**Ontario's record to date in building tourism on history is only fair. The federal program has been hampered by lack of merchandising investment.**

**More color is needed in presentation of our historical resources, more specialization of appeal, and perhaps a pooling of public and private funds in the conservation of the province's more significant landmarks.**

Jamaica comes close to epitomizing all tourist sales appeals with its description of the Caribbean island as "no place like home".

This is, of course, what the recreation-seeking tourist always wants — a place to go, a thing to do, people to see, each different from his normal routine.

In the tourist industry, dollars stem from such differences properly developed, effectively merchandised.

There are a host of texts for any sermon on this subject. Why, for example, do tourist operators, who don't really want Canada to become a fifty-first state, persist in flying the Stars and Stripes? True, there is still some element of confusion when one asks the real "Mr. Canadian Flag" to stand up, but at least it makes the foreign tourist feel he is away from home, and, therefore, something of an explorer and adventurer.

For some time prior to the adoption of a provincial flag by Ontario in the Spring of 1965, at two major historic sites — Upper Canada Village and Ste. Marie-among-the-Hurons — the authorities flew the armorial bearings of the province, the cross of St. George above three golden maple leaves on a field of green. The Royal Warrant of May 26, 1868, in granting "for their greater honour and distinction armorial bearings to the Dominion and the provinces", described the design for Ontario: "Vert, a sprig of three leaves of Maple slipped, or on a chief Argent the cross of St. George". It is a beautiful flag design, and, in incorporating it in the ensign, Ontario now follows the lead of Nova Scotia, British Columbia and Quebec which for some time have had their own provincial flags.

## Traditions in Food

A second text for any sermon on differences is contained in the tourist merchandising advantages to be found in featuring local or regional foods. True, Ontario as a province has no long tradition in this field, but many are the local specialties which, although perhaps originally brought from other lands and other cultures, can be merged with profit into our own provincial story. As one travels through the United States, it is the succession of local Dutch, German, "South'n", etc. dishes which add real flavor to the tourist diet.

A third text might well be found in our political beginnings. This is the "Kingdom of Canada" as well as the "Dominion". To the foreign tourist, the trappings .of royalty have decided appeal. There are our King's Highways. Ontario's provincial police cars now carry on their doors a much larger and more legible crown, and in color. Insignia on the uniforms of local policemen are often similarly distinctive. At points of tourist entry and at information centres we could profitably stress to a greater degree our royal relationship.

## Souvenirs Must Be Different

The whole question of the importance of being different, and of being honestly "native", is also paramount in the souvenir field. A souvenir, or "memory" of a land, must, by its very nature, be something characteristic of the place visited, the people stayed with.

Some progress has been made in giving new emphasis to the economic potential of this souvenir industry, representing as it does perhaps $38 million in retail sales in Ontario each year. Acting on a recommendation made by the Tourist Industry Committee, souvenir exhibitions of made-in-Canada items have been jointly sponsored by the Departments of Tourism and Information and Economics and Development. The number of handcrafted entries ran into the thousands. The number of commercially produced products, well designed and competitively priced, was,

*Bancroft display of driftwood carvings* however, relatively small. But progress is being made. Ontario manufacturers can tap a lucrative market here and many hundreds of new jobs can evolve.

A government directory of souvenir manufacturers in Ontario has recently been published. The Ontario Economic Council, in addition to supplying this directory to buyers in the Niagara Parks Commission, Upper Canada Village, Fort Henry and concessionaires in public park areas, has notified all Ontario souvenir manufacturers of the appropriate person to contact in these agencies. A noticeable increase in sales of native souvenirs has resulted.

However perhaps the key differences which we, as a province and as a nation, have failed to sell to our tourist visitors, are found in the large reservoir of our historical resources.

The fine examples set for us in the United Kingdom and in Europe, and indeed in our neighbor nation to the south, have not always been heeded. As a young nation we have too often felt we have no history worth talking about. We have been proud of our future, content with our present, but almost apologetic about our past.

Foreign tourists and inter-provincial tourists, however, given the opportunity, have found not only that our historical heritage is worthy, but that it is worth paying money to explore.

### Making Money Out of History

Unfortunately those who have long supported a policy of investing sufficient funds in the restoration and interpretation of historic sites to permit their profitable merchandising have not been helped by federal government policies which have not only been, until comparatively recently, somewhat niggardly in providing funds for investments of this nature but have decreed that access to such sites should be free.

Experience has proven in many jurisdictions that such a policy is short-sighted. Foreign visitors, often more concerned to learn of our history than we are ourselves, seldom hesitate to help us finance through admission fees the restoration and interpretation of sites of national and provincial significance provided only that we present their stories with sufficient color, interest, and authenticity. Indeed in this way we use "export dollars" to make a major contribution to our own domestic educational and cultural advancement. The hundreds of thousands of Canadians who have paid $2 per person and more for admission to historic sites in the United States and overseas are ample proof of this.

*"Woodside", King family home in Kitchener*

Historic sites, properly presented, just as public parks, creatively administered, can and should be largely if not entirely self-sustaining. To cite but one example, federal authorities recently invested a relatively large sum in the restoration of Woodside, the Mackenzie King home at Kitchener, Ontario. A beautiful job was done and visitors are high in their praises on all counts.

Yet attendance at Woodside, where admission is free, is far, far smaller than at many of the local museums through Ontario's towns and villages in which one-tenth or one-thousandth the investment is represented. Road signing to the federal historic site is far from adequate. There is exceedingly little visual information on the grounds, or within the home itself, to tell the story of the King family and the major role it played in the history of Canada. Descriptive literature about Woodside, which the tourist could take away with him, is limited. There is little or no evidence of any attempt to encourage the visitor to see other historic sites, federal, provincial or local, within the province. In other words, not only is there no cross-pack merchandising; there is virtually no merchandising at all. There has even been little or no attempt to encourage local or provincial government authorities to sell Woodside as a prime tourist target.

Part of this fault, of course, lies with the municipality in which the site lies. Part of the problem lies with the Ontario Government whose tourist promotion agencies should be pleased to promote such an attraction especially when funds from some other jurisdiction have made it possible. But basically the fault lies with federal authorities which only recently have come alive to the saleability for tourist dollars of federal historical resources.

### Ontario's Record

In this respect, Ontario itself has no outstanding record. This is said, however, with the full recognition that, with the possible exception of the Province of Quebec and the most extensive budget and program of its Commission des Monuments et Sites Historique ou Artistique, Ontario's historical resources development program is as extensive as any in Canada.

Comparative analyses of the provincial and federal efforts in this field are set out fully in the recent report prepared by Dr. Maurice Careless, Co-chairman of the Ontario Archaeological and Historic Sites Board, and published under the authority of the annual Dominion-Provincial Conference on Historical Resources Development.

Ontario has perhaps the most extensive program in the Dominion on the marking of historic sites. Over 400 attractive plaques have been erected with related educational efforts at a local level.

Archaeological excavations have been fostered through the Department of Education and the Royal Ontario Museum. An added $6,000 is available on the recommendation of the Archaeological and Historic Sites Board. Private monies have been enjoined in many of these research undertakings.

Ontario has also enacted legislation to provide for the protection of historic sites through designation.

Assistance has been made available, through annual grants for publication, both to the Ontario Historical Society and to the Ontario Archaeologists' Society. A large number of publications, most notably Ontario History, are issued regularly by the Historical Branch of the Department of Tourism and Information, focussing attention on points of historic interest and museums. To local museums matching grants of up to $1,000 are available annually for curatorial salaries and building maintenance costs, and musiologists are retained on staff to advise local museums on display, operations, etc. The provincial archives is currently embarking on an extension service to schools and museums.

When direct shared participation in historical restorations was abandoned by the Ontario Government in its municipal conservation authorities program, the Department of Tourism and Information made the historical projects of such conservation authorities eligible for grants under its local museums aid program and these funds have been of benefit. Prime initiative has, however, come from the fiscal support given the authorities by local levels of government and a number of most commendable developments such as the pioneer villages at Black Creek and Fanshawe have evolved. Private foundations have also been increasingly active in this field, as, for example, the one at Doon.

## No Province-Wide Pattern

Save, however, for the extensive historical developments in the St. Lawrence Parks Commission area of responsibility, to a somewhat lesser degree the restorations within the Niagara Parks Commission region, and the challenging reconstructions now underway in Huronia, there has been no overall, provincially-financed pattern of development for our historical resources.

Historic houses of considerable interest and with fine collections of art and furnishings have been offered to the province without charge, but there has been no legislative authority for their acceptance at a provincial level. On occasion they have been taken under the wing of Parks Commissions. In other instances historic buildings have disintegrated, not entirely through disinterest, but because of a lack of sufficient local public awareness of their educational and economic potential.

It may well be that we have now reached a level in public appreciation of this problem that the province would at least be justified in introducing legislation comparable to the Parks Assistance Act to provide for, say, up to $25,000 in matching dollars toward the capital cost of historical restorations and developments. It is granted, however, that there has been no major public outcry for such action and no government can run too far in advance of public opinion in the expenditure of public funds.

## Too Much Generalization

One of the dangers in Ontario's recent "historical rebirth"—museum attendance within the province increased from 1,502,000 in 1957 to over 4 million in 1964 — is that there has not been in many areas of endeavor the required degree of specialization of interest. A museum as a "museum" is not sufficient to attract broad public patronage. Indeed we may already be approaching a time when we will be running out of interest in "pioneer villages" as such. Of the over 125 local and county museums in the province, perhaps not more than half a dozen are currently self-sustaining out of admission charges and government grants.

On the other hand, the recreated Indian Village at Midland, constructed under the supervision of Dr. Wilfrid W. Jury of the University of Western Ontario, has been a profitable enterprise from the start, and now attracts over 30,000 visitors each summer. Attendance at Upper Canada Village and at Fort Henry proves that living museums of this nature have a very substantial public appeal despite a relatively high admission fee.(1)

There are many special interest museums or restorations which could be profitable investments for public or private funds, or both, within the province. A French seignory, a pioneer silver or gold mine in Northern Ontario, or a trading post at the Lakehead, are but three which might pay themselves out within a reasonable number of years.

The nature museum in Algonquin Park is an excellent beginning toward a broader concept in natural history museums.

Indeed there appears to be no shortage of "different" projects. The problem is to find men and women qualified to develop them on paper, and then to implement them with sufficient imagination.

Ontario has not been lacking at any time in historical and natural resources with unique appeal. We have, however, been somewhat short on the human resources to awaken us to their potentialities.

We are fortunate that the British North America Act does not assign the interpretation of history to any particular level of government. It can and should be the responsibility of all citizens in both their private and public responsibilities. In diversity of sponsorship can be found strength if we but recognize that the essence of research leading to action is the cooperative application of natural human curiosity.

*Ste. Marie-among-the-Hurons rises from its ashes*

---

(1) Although still in the early stages of reconstruction, the historic site of Ste. Marie-among-the-Hurons attracted in four months in 1965 some 147,000 visitors.

# Winter Tourism

**Millions of investment dollars are now going into Ontario's winter resort facilities. Given adequate snowfalls, the comparatively recent winter recreational boom appears likely to continue its current growth rate.**

**To date, however, this branch of the tourist industry has suffered from the lack of a coordinated voice, a mixture of professional and amateur effort with no specific profit targets, and a reluctance to recognize that with such a fragmentation of private interests, government probably has to carry, at least temporarily, more than its economic, long-run share of the promotional investment.**

Given a continuance of snowfall to the level of the past decade, the winter tourist industry in some parts of the province appears likely in time to rival in importance its summer counterpart.

While it may continue to be primarily a weekend business, the number of winter weekends on which snow conditions are favorable to skiing is substantially greater in many regions of Ontario than the number of summer weekends in which water temperatures are suitable for swimming.

Snow may for the Georgian Bay, Muskoka, Haliburton, Ottawa Valley and some northern sections of the province become a substantial tourist asset.

While most of the present accommodation offered to winter vacationers is provided by tourist establishments constructed primarily for trade in other seasons, over one million dollars has recently been invested in new commercial and private chalets as well as several times that sum in new hill, lift and tow facilities.

To date the economic impact on the accommodation industry has been most noticeable in areas within a 120-mile radius of the metropolitan centres of population but it is beginning to penetrate the north-west and east, wherever topographical considerations are suitable.

In Ontario over 350 resorts, motels and inns, with capacity for over 13,000 guests, now offer winter accommodation.

## Major Assist from Highways

In addition to the favorable snow cycle which has prevailed since the middle fifties, and the expanding world-wide trend to outdoor recreation, perhaps the most significant single factor in the rapid growth of winter recreation in Ontario has been the substantial investment which the taxpayers have made through the provincial Department of Highways, and through special assistance to municipalities, in improved snow clearance, not only of major highways but of what were once winter-blocked sideroads. There are few winter recreation roads today which are not only passable but normally in excellent driving condition right through the winter months. Indeed on such major south-north routes as provincial highway 400, the ski-racked car is now almost as common a sight as the cottager packing in supplies or the trailer-boater towing his outboard.

Coupled with the foregoing, however, must be a full acknowledgment of the impetus given to this industry by the hundreds of thousands of European immigrants who have brought with them not only special skills in skiing, ski jumping and other winter recreational activities, but have given to the entire snow-based business an elan and whole-family participation which might have taken native Canadians another decade or two to develop. Newcomers from northern Europe have been often more at home on Ontario's ski slopes than at her summer resorts.

Most generous and consistent publicity given to ski events, winter resorts and to

*Ski chairlift at Fort William*

ski conditions, by press, radio and television throughout the province has also spurred wide-spread interest.

**International Impetus**

It is only relatively recently, however, that winter tourism in Ontario has begun to attract some of the international trade which has been so long the prerogative of Quebec's Laurentians. Snowfall in the lea of the Great Lakes has been somewhat more consistent than in other parts of central Canada and the United States, and ski resorts in the Georgian Bay and Muskoka districts and at the Soo and the Lakehead are beginning to attract by private car, bus and train, skiers from neighboring states of the Union. Not yet substantial in volume, the prospect is, nonetheless, encouraging.

An expansion of resort chalet accommodation in or near the ski areas, however, appears to be a prerequisite to any major extension of this business, especially if it is to spread beyond weekend traffic. In this expansion the taxpayers of Ontario have a decided interest and further studies of potentials in terms of both accommodation facility development and international merchandising are desirable targets.

In the north and northwestern parts of the province a number of areas combine good elevations and high average annual snowfall. Here much of Ontario's interest in winter recreation was sired. "Mountain Skiing" started around the Lakehead in the early 1900's. People skied from the city to ski huts known as "Skuts". Today the Lakehead enjoys American ski patronage and offers among the largest hills and longest runs in the province.

Rope tows appeared prior to World War II in various parts of the north country. At such places as Levack, Searchmount, North Bay and Haileybury, there was substantial interest and activity during the 1940's, and more recent developments have appeared at Virginiatown and Sundridge, to mention only two.

The first rope tow in Ontario, however, was reportedly built at Limberlost only in 1937; and the Canadian Ski Championships were held at the Lakehead in 1939.

**Government Recognition**

The importance and potential of the ski industry was first officially recognized by government in 1946. At that time a Branch of the Department of Travel and Publicity was established to publicize and encourage winter activities in the province. There were then only about a dozen ski areas. No records exist of the exact number of rope tows, but it is believed there were at the most fifteen in all Ontario. There were no chair lifts, T-bars or poma lifts. Most skiers did not expect to be provided with uphill transportation. Cross country skiing was fairly popular, and most downhill skiing in Southern Ontario was done on hills in relatively accessible areas such as Dagmar, the Summit Golf Course, Newmarket, the Hockley Valley and the Blue Mountains.

While the development of the skiing industry at this time was not rapid, it was steady, and ski schools were organized and operated; special ski trains travelled north from Toronto; and the domestic manufacture and sale of ski equipment was increasing. There was every reason to expect that Ontario would be in an excellent position to expand and encourage winter travel and winter holidays.

From 1949 to 1955, however, there was a sharp decrease in the average snowfall in all parts of the province, reducing ski interest. Other forms of winter entertainment increased in popularity during this period but none had the same major popular appeal and none involved to the same degree travel or new resort developments.

During the mid-fifties, however, the European influence came alive in Canada. Many professional skiers arrived in Quebec and popularized new techniques and equipment. Gradually skiers, and potential skiers, in Ontario became interested and started to look for better ski boots, harness, skis and skiing equipment and facilities. The average annual snowfall started to climb and a few operators established new and better lifts and tows.

**Major Industry Emerges**

By 1963 skiing had become one of the fastest growing recreational activities in the province. An estimated 200,000 skiers were purchasing an entirely new range of ski equipment and garments annually. There were 110 separate ski areas in Ontario, and each of these had its own facilities, ranging from practice tow ropes on small hills for beginners to large senior class slopes and chair lifts for experts.

In less than two years investment in facilities and services increased by more than $2 million. The rate of growth approximated 25% per annum, producing in its wake a wide range of new jobs created by the need for equipment, transportation, accommodation, food and services. In 1963, for example, 10 new ski areas were developed, a total of 32 new tows and lifts were installed, and two industrial firms were producing ski lifts in Ontario and a number in other parts of Canada. The success of Canada's ski industry may be measured in the future, in part, by our ability to build ski lifts, and ski equipment generally, that will compete with that available on the world market.

Annual sales of Ontario's ski industry today have been conservatively estimated at $25,000,000 to $30,000,000. It represents a specialized vacation market, the cultivation of which requires specialized merchandising of a nature which the government and the recently organized Ontario Ski Operators' Association are only beginning to probe in depth.

The Department of Tourism and Information has recently produced a new promotional booklet, Ontario Ski Scope, containing a comprehensive inventory of provincial ski facilities, and a listing of accommodation has been made available in a special brochure, entitled "SKIING AND WINTER ACCOMMODATION IN ONTARIO".

**Improved Highway Signing**

Ski resort operators were asked by the Committee some time ago to provide suggestions on the type of highway sign best suited for the purpose of traffic safety, identification and advertising. Unfortunately there was no unified opinion on the subject. The Department of Tourism and Information, therefore, requested the De-

*Night shift at Kimberley's ski lodge*

partment of Highways to design appropriate signs and initiate the program. The advance warnings read "SKI AREA 1000 FEET", and the markers at the turn off display the name of the area. The cost was $50 per ski resort per annum which includes manufacture and erection. The signs are put up in the Fall and taken down in the Spring by the Department of Highways maintenance crews. It is working well.

To halt slope erosion, a recommendation from ski operators that the Department of Lands and Forests make available to them more mature conifers than are normally sold as seedlings, appears, despite the possible objections of private growers' associations, to warrant consideration.

### Coordinated Voice Needed

It has been difficult to find a concerted voice within an established organization for this new and rapidly growing segment of our winter tourist industry. It appears, however, that recent meetings may lead to the establishment of a stable association which can not only speak for a broad membership but initiate some research into its own problems and potentials. Until the last two years much of Ontario's ski activity, while nominally commercial, showed little black ink and was more largely the result of good intentioned, voluntary investment than sound, long-term planning.

### Many Other Activities

While not as much in the public eye as skiing, more and more visitors to, and year-round residents of, Ontario have been enjoying a variety of other winter sports activities. Countless club and private enterprises have enlarged or constructed new facilities and introduced winter attractions.

It is difficult to say whether hockey, curling or figure skating has experienced the greatest acceleration in popularity. The spread of artificial ice facilities has given great impetus to each. In terms of patronage, hockey, of course, outranks the others. Especially since Canadian figure skaters, such as Barbara Ann Scott achieved world fame at the Winter Olympics, figure skating has become popular in most cities and towns and in many villages. Summer skating schools are held in several Ontario centres with international participation.

Curling, a game brought into Ontario by Scots pioneers and the stone masons who worked under Colonel By to construct the Rideau Canal back in the early 1800's, has mushroomed beyond all expectations. Few centres lack curling rinks and most today have artificial ice-making equipment. Investment in Ontario's many hundreds of curling rinks and auxiliary services and equipment could well exceed $10 million.

Over $250,000 annually is expended in staging literally hundreds of bonspiels. "Travel generating" spiels are estimated to involve some 10,000 players. And there appears substantial room for encouraging more regional, interprovincial and international bonspiels. Ontario has some 150,000 curlers, and they spend well over $3 million annually on colorful costumes, curling boots, brooms, curling stones and transportation to and from rinks, entirely aside from tournament travel.

### Ancillary Sports Activities

An increasing number of year round resorts, particularly those operating in the vicinity of skiing areas, have found that more and more adult skiers are taking their families with them.

This has led to the addition or restoration of facilities for youthful outdoor winter sports, tobogganing and sledding, trails for cross-country skiing and snowshoeing. Many tourist centres are now promoting other kinds of participation sports and recreational activities, including ice fishing, ice boating, dog sledding, horse and cutter and hay rides, scooting and ski-dooing.

Ice fishing, in itself, has become a tourist industry. For example, on Lake Simcoe some 5,500 huts, many for rent to visiting ice fishermen, are seen each winter. This development alone has generated an estimated revenue of $200,000 per annum for regional tourist establishments and restaurants. The sport also, of course, increases the sales of local lumber companies of materials to build the huts and of the carpenters who construct them.

The increasing popularity of "scooting" and "ski-dooing" has fostered new industries. The "Scoot" resembles an enclosed boat with flat bow and bottom, powered by the same type of motor and propeller used in small aircraft. The "Ski-Doo" might be described as a "half-track snowmobile with two short skis, or a single one at the front".

Niagara Falls takes advantage of the unique frost and ice formations, stages weekly winter festivals, and illuminates both the American and Horseshoe Falls and the Niagara gorge. In 1964 winter carnival weekends were initiated.

Outdoor winter carnivals are also held by dozens of other communities to bring back for one or more winter weekends their summer tourist guests. None as yet, however, has attained the economic status of the Quebec City's week-long carnival, although communities such as Orillia, Barrie and Penetanguishene regularly attract thousands of tourists.

The annual British Empire Motor Club Canadian Winter Rally from Toronto to North Bay and return, the sports car races staged by the Muskoka Sports Car Club of Huntsville, and sports car racing on ice, ski-doo, dog sled and ice sailing races are increasingly popular features.

All in all, Ontario is beginning to believe that being a "Lady of the Snows" may not only be fun but profitable.

*150,000 Ontario residents like it on ice*

## CHAPTER 15

# The Indian Sign

**Ontario is an Indian homeland but neither the white man nor his predecessors in this land have made what they might of this fact in developing the tourist industry.**

**The supply of authentic native Indian handcraft has never in recent years met the demand. Cottage site development on reserves has only been slowly introduced despite miles of desirable but undeveloped shoreline. Indian Reserve public parks are just beginning.**

**And the fault does not lie exclusively, by any means, with the Indians themselves.**

Just so long as history is taught, "Westerns" are written, and television and movies are watched, tourists and Indians will go as naturally together as cowboys and Indians.

Ontario is Indian country but, save in relatively isolated instances, we have not made too much of its Indian heritage. While the Ojibways have on Georgina Island, in Lake Simcoe, established an Indian Village in which native quill work, baskets and wood carvings are sold in the craft shop, many of our Indian attractions have tended rather toward side-show pieces which could come under the classification of "tourist traps".

This need not be so. Our tourist visitors are looking in increasing numbers and with increasing dollars for authentic "Indian", both in the form of souvenirs and natural attractions.

Of Canada's over 200,000 Indians, Ontario has some 46,000, approximately 23,000 in the north and a like number in the south. Close to 28,000 are still on reserves. In 1959, for example, there were in Ontario 9,200 Indian men and 8,100 women between the ages of 21 and 65 and federal Indian Affairs' officials suggest that, of these, some 1,000 adults could find profitable employment in the manufacture and merchandising of handcraft on reservations and in tourist areas.

### Individualism Versus Productivity

The problem has always been, and still is, to find a common ground in which individualism, in terms of time-use and creativity of the Indians, can be matched to the need for some regularity of production. It is no easy task. The goals of the Indian and the white man are not necessarily the same, particularly in their differing concept of the demands of commerce.

For example, the demand for Indian-crafted Ontario souvenirs is, and has been for some years, far in excess of the supply. While some Indian entrepreneurs, as on the Curve Lake Reserve near Peterborough, are notable exceptions to the rule, in the main the Indian Affairs Branch of the Department of Citizenship and Immigration reports that it can secure far more orders than it can fill. Nor is price the prime problem, although consistency of quality and of style does pose some headaches.

The federal agency estimates that some $750,000 of Indian handcrafts is now produced annually in Canada and of this some $270,000 is for the Indians' own use. In Ontario the total is estimated at only $100,000.

Although there is a federally-operated warehouse for coordinating sales of Indian handcraft, it serves primarily reserves close to Ottawa and handles only some $15,000 to $25,000 of such goods annually. In respect to items sold through the Indian Affairs Branch marketing service, it is reported that production during the season, even when supplemented by inventory built up during the winter, has generally been substantially below the volume of orders received. In virtually all lines it has been possible to ship only a fraction of quantities ordered.

### Aid from Industry and Government

The supply of deerskins is often a limiting factor, and it may be desirable to consider the importation of tanned deer hides. Few moose hides are available in Ontario, no matter what price is offered to hunters to bring them to rail or road, although the James Bay Frontier Tourist Council initiated a program of collecting moose hides for the Cree Indians of the Albany, Attawapiskat and Moose bands.

It could also be that there is room for a greater measure of cooperation between private industry and Indian handcraft in the materials area. For example, several Ontario manufacturers have offered to make available to Indian reserves, at nominal prices, surplus leathers which might be suitable for hand-processing. Tanners within the province and other similar suppliers might be contacted to good effect by the Indian Affairs Branch.

While a number of Indians have participated in the retraining courses for the unemployed, jointly financed by the Ontario and Federal Governments, and sponsored by the Port Arthur Board of Education at the Quetico Conference and Training Centre, the main weakness,

*Curve Lake Reservation handcraft*

from the Indian point of view, is that courses are not specifically oriented to native Indian crafts. However, it would appear that, in some instances, Indians themselves are attempting to remedy this deficiency. A production cooperative is being formed at the Serpent River Reserve at Cutler, and it is planned to recruit members from four other nearby reserves.

At the suggestion of the Committee, the Indian Affairs Branch is also probing the possibility of introducing a more distinctive, registered labelling of made-in-Canada Indian handcraft, perhaps related to individual bands.

### Reserve Cottage Development

There is another area of the tourist industry to which Ontario Indians have already made a substantial contribution and in which future prospects appear bright.

On many of the Indian reserves are attractive beach areas and cottage sites located on private or band land. Some of these are now being made available for long-term lease.

Status in 1962 of the leasing of these sites, now well in excess of two thousand, is set out in the table below.

In addition to these real estate developments a handcraft centre and small museum have been established at the Golden Lake reserve and, at Christian Island on the Georgian Bay, pheasants are being raised by the Indians and tourist "shoots" promoted. The reserves, moreover, can establish their own hunting regulations. A project similar to the Golden Lake handcraft centre and museum is under development at the Six Nations Reserve near Brantford.

### Indian Park Projects

A second aspect of this recreational land use relates to the development of public parks on Indian lands.

Subsequent to recommendations made by the Committee, the Ontario Department of Lands and Forests in December, 1962, introduced an amendment to the Parks Assistance Act to bring Indian bands within the scope of the Act. This was done, the Minister of Lands and Forests announced in the Legislature, "so that they can obtain grants from the province for the development of suitable park areas on Indian reserves. The amendment, in effect, acknowledges the organization within an Indian band of a council similar to a municipal council and gives those councils similar rights to apply for grants (on a matching basis up to $50,000) as now applies in the case of municipalities".

One of the first bands to take advantage of this resolution, following meetings held with representatives of the Committee, the federal Indian Affairs Branch, and the local member of the Legislature, is at Cape Croker in the tourist popular Bruce County. The Band Council there has decided to make available several tens of thousands of dollars over the next few years to develop a park to which admission will be charged. The Department of Lands and Forests is assisting in the planning of the facilities. It is hoped that a unique Indian character will be achieved, as it is not difficult to envisage the tourist appeal of such a park when younger campers could truthfully say: "I slept on a reserve where there were real, live Indians". Such a park, moreover, would offer a natural outlet for handcraft sales and could even develop a portion of its overnight accommodation in the form of tepees or long houses.

| Indian Agency | Total No. of Cottage Sites Rented in Agency (Private or Band Land) | Approx. No. Leased to Residents of U.S. | Approx. No. Leased to Residents of other Provinces | No. Leased to Ontario Residents |
|---|---|---|---|---|
| Christian Island | 72 | 1 | — | 71 |
| Golden Lake | 5 | — | — | 5 |
| Parry Sound | 143 | 7 | — | 136 |
| Simcoe | 457 | 1 | 1 | 455 |
| Rice and Mud Lakes | 61 | 15 | 1 | 45 |
| Sarnia | 180 | 6 | 1 | 173 |
| Bruce | 872 | 20 | 7 | 845 |
| St. Regis | 80 | 3 | 9 | 68 |
| Tyendinaga | 58 | 13 | — | 45 |
| Walpole Island | 173 | 106 | — | 67 |
| Kenora | 3 | — | — | 3 |
| Nipissing | 46 | — | — | 46 |
| Manitoulin Island | 26 | 6 | — | 20 |
| GRAND TOTAL | 2,176 | 178 | 19 | 1,979 |

A similar park development has been initiated on 200 acres at Golden Lake near Ottawa. A tent and trailer park for tourists has been opened on the Garden River Reserve ten miles east of Sault Ste. Marie on the St. Mary's River. A handcraft store is to feature souvenirs made by women in the reserve. These experiments hold seeds of success but are still in a preliminary stage.

### Indian Guide Services

Ontario Indians see another natural link with the tourist industry, especially in Northern Ontario, where they offer guiding services. At the Quetico Conference and Training Centre near Atikokan a guide school has been run for some years.

While the cost to Ontario taxpayers has been some thousands of dollars, in 1962 twenty Indian guides were graduated and officials state that the number could readily be increased to fifty annually. There are three areas of Ontario where guides need a license, namely Fort Frances, Lake St. Clair and James Bay. Fort Frances is the only area where non-resident hunters are required by law to have a licensed guide, and that only for moose.

There are many problems, however, in the procurement and training of guides. Next to the Department of Lands and Forests, the complexities are best known, perhaps, to the Northern Ontario Tourist Outfitters' Association. NOTO members are strong supporters of the Quetico guide school, and the Association still pays the expenses of two of its members who serve as instructors. This enlightened self-interest by the owners and operators of the tourist establishments in the North should be fostered by the government, the committee believes, because NOTO can be instrumental in putting forward candidates for the school, assisting in their instruction, and finally, serving as employers of the graduates.

Guiding is a seasonal occupation, from May to December. A realistic assessment of the problem of furnishing good guides recognizes, as a prerequisite, that the trainee must know his way around in the bush in his own area of the North. Experience has shown that a good guide should not be depicted merely as a sort of "wilderness butler". Emphasis on safety in hunting and fishing, instruction in elementary hygiene, and the methods of simple cookery outdoors, along with training in the care and operation of outboard motors, are vital in the development of a guide.

The demand often exceeds the supply of trained guides, and the employer, usually a tourist outfitter, is forced to rely on the best available, namely the untrained local Indian, or white men without other regular employment who frequently do not possess in any greater measure the attributes of competence and reliability. The Committee believes that the Ontario Government should review the guide situation generally with the purpose of expanding efforts to train qualified guides, Indian and white.

Since a guide is of greater value if he knows the area in which he operates, the training should not all be concentrated at Quetico. In fact, this fits in with the desire of the Ontario Department of Lands and Forests to provide good training at moderate cost by sending instructors to the Indian reserves, instead of bringing Indians out somewhere else and paying their living expenses. This should also help those outfitters who pay the expenses of Indians whom they sponsor in the expectation of employing them after training.

*James Bay shoot*

## CHAPTER 16

# Tourism and Commerce

**In many parts of Ontario the local business and professional people have done more to promote regional tourism than the resort, hotel and motel operators.**

**But they have been short on, and need help with, their localized research and education.**

**The Ontario Chamber of Commerce has made many sound recommendations to government and to its own members, but most southern Ontario communities, at least in their elected councils, put "smokestack industry" ahead of the recreation industry. Yet each can pay major dividends.**

In many parts of Ontario the merchants on main street, and their commercial and industrial partners in local Chambers of Commerce and Boards of Trade have been the prime promoters of tourism.

Indeed many a local Chamber of Commerce has raised its budget largely on the basis of programs designed to attract extra customers during the tourist season. The very "strangeness" of the tourist-customer has for years lent emphasis to his worth in terms of extra sales. Not a few rural businessmen judge the success of their promotional investment more by the advent of the tourist than by the year-round spending of local farmers or industrial employees.

In other communities, however, unblessed by adjacent cottage and resort population, or perhaps a few miles off major travel arteries, the impact of tourist spending has too often been dismissed as something of purely localized benefit, and little effort has been made to woo its blessings. The transient traveller has been not merely unsought, but downgraded.

However, more and more Chambers of Commerce have recently come to the belief that tourist dollars are not only relatively easy to attract, but bring with them added profits to local merchants and help lighten the burden of property taxes on local industry.

Indeed, if one may judge from the pattern of submissions made at the public hearings of the Tourist Industry Committee, local Chambers of Commerce are often more active in year-round tourist industry promotion than are similar groups of resort, motel and hotel owners. The backbone of many of the area tourist councils are the same people who give all-out support and leadership to their local Chambers of Commerce. Moreover, this appreciation of the role of tourism in the local economy has been spreading rapidly in recent years to larger urban centres. They see in the convention business, and in the broad promotion of their metropolitan amenities, a means of enlarging their trading area and thus increasing the profitability of their businesses.

### Research and Local Education

Unfortunately, however, relatively few local Chambers have as yet made an adequate investment in tourist market research. They may have learned to count their blessings, but they have not yet determined in sufficient depth what makes their blessings count.

This failing, of course, is not unique to the business community, but leadership in research and education should come from businessmen who realize the value of such research and education within their own enterprises. They are the people who should lead in local education in hospitality, in adequate road signing, in the proper staffing of information centres, in researching the number of local jobs which depend, not only on factory employment, but on tourism.

Indeed the Committee has felt that a

great service could be performed by the Ontario Chamber of Commerce and by its local units within the province, if they were to combine in sponsoring annual local, and province-wide, essay or oratorical contests for school children on "What the Tourist Industry Means to My Community". Information on the provincial and federal significance of tourism could be furnished by the Ontario Chamber of Commerce and the government departments concerned; data on its local impact could be made available through local chamber research. Prizes could come from local merchants. Winning essays, read over local radio and TV and printed in the local press, could give to local hospitality in many areas a much-needed shot in the arm.

Greater awareness of the importance of tourism in Ontario has in recent years been apparent in the councils of the Ontario Chamber of Commerce, a voluntary federation of over 250 member Boards of Trade and Chambers of Commerce.

It may be of interest to note that at the 51st annual meeting of the Ontario Chamber of Commerce in Toronto, policy declarations were approved by the membership on the following tourist topics:

### Tourist Grants

Before 1956, the Ontario Municipal Act permitted councils to authorize the expenditure of specified monies per capita for tourist promotion based on the population of the community. In 1956 the Municipal Act was amended and monies allowable for tourist and industrial promotion were combined. This appeared to be a commendable step at the time, as it gave the municipality the right to spend the total amount on tourist or industrial promotion in such ratio as was considered by that community to be best suited to its particular needs.

More recently, however, with added stress being laid on industrial promotion, more communities, especially those in the lower population categories, have established industrial commissions, and have found that the total sum available under Section 411 is inadequate. As a result, tourist promotion in many communities has been curtailed. The Ontario Chamber of Commerce, therefore, recommended that, in addition to the amounts presently provided for in Section 411 of the Municipal Act, municipalities be permitted to expend up to a further twenty cents per capita annually for tourist promotion specifically.

### Archaeological and Historic Sites

The Federation of Chambers of Commerce and Boards of Trade believes that it would be in the best interest of tourism if the Department of Tourism and Information were empowered to acquire, develop, and operate historic sites and structures. Such provincial development would contribute materially both to a provincial and national historical consciousness among our own people and to the expansion of out-of-province tourist patronage. At the same time, it would automatically contribute to the building and profitable operation of tourist facilities to serve the visitors attracted thereto and without any drain on provincial funds.

The present provincial Archaeological and Historic Sites Act was originally intended to prevent the removal of artifacts of an archaeological nature from the country, and lacks the broad powers embodied in the federal Historic Sites Act.

The recently announced Huronia Parks project, with which the work of the Archaeological and Historic Sites Board is associated, and the emphasis on historical reconstruction in the centennial grants programs are just steps in this direction.

### Motor License Plates

Member organizations represented at the Ontario Chamber's 51st annual meeting expressed strong support for the inclusion by the Department of Transport of a provincial slogan on motor vehicle license plates.

### Winter Tourism

In the light of the recent expansion of Ontario's winter sports facilities, including the building and maintenance of ski slopes, lifts and tows, chalets, and other necessary and desirable facilities, and as thousands of skiers on both sides of the border are looking forward to new adventures in the developing of Canadian hills, the Ontario Chamber has impressed upon its member organizations the need to: encourage private enterprise and government to publicize winter sports programs as tourist attractions; and promote a greater investment in winter tourist accommodation and facilities.

### Boats, Ramps and Landings

There is ample evidence that there has been a dynamic expansion in the number of boats being trailered by the large and ever-growing number of tourists, as well as the local travelling public of Ontario. Accordingly, the member Boards of Trade and Chambers of Commerce have urged, in the present policy of the federation, that the Government continue to expand its program to establish boat ramps and landing facilities in provincial parks, camping grounds, and highway areas giving access to lakes and waterways in heavy use by tourist and local traffic.

### Hunting and Fishing Season Dates

It has been the practice of the Department of Lands and Forests to announce in the Spring the opening and closing dates for the taking of various fish and game species during the current year. Tourist camp operators, as a result, experienced difficulty in advising potential visitors during the winter months, when most vacation plans are made. Accordingly, member organizations have written into the policy of The Ontario Chamber of Commerce a recommendation that the Department be urged to set and publicize fishing and hunting season dates (excepting those relating to migratory birds) immediately following the close of the current season.

### Water Pollution

Among the greatest attractions to out-of-province tourists are Ontario's beautiful lakes, rivers, and streams. Too often, these waters are polluted by the discharge of untreated, or partially treated, municipal wastes and detergents, making them unfit for either consumption or recreation.

It is the belief of the membership of The Ontario Chamber of Commerce that all wastes, including sewage, storm water, and industrial effluent should be in such condition, when discharged into any body of water, that they will not create conditions adversely affecting the use of water in its relation to the preservation of fish and wild life, navigation, bathing, recreation, or general tourist use.

There has been unanimity of opinion in the federation that the Government of Ontario should encourage wider planning at the local level and accelerated planning and implementation at the provincial level, to ensure that an adequate supply of pure water is available for the health and enjoyment of not only our permanent residents but our tourist visitors.

The Ontario Chamber further urges the Ontario Government to make representation to the federal government with a view to a further and continuing study of pollution of international waters by the International Joint Commission.

### Daylight Saving Time

The Ontario Chamber of Commerce is concerned over the lack of uniformity in the dates set by various municipalities for the start and conclusion of Daylight Saving Time. This results in confusion in the minds of tourists, since it affects their transportation and shopping schedules. At the same time, the Chamber is aware of the pronounced problems relating to manufacturing and marketing industries.

The Chamber has urged, in past and in current policy, that the Ontario Government pass legislation which would provide uniformity of dates for adopting and discontinuing Daylight Saving Time in those communities which decide to operate under such a time system.

### Municipality Signs

The Highway Improvement Act prohibits the erection of large signs immediately adjacent to controlled access highways. Many communities are by-passed by these highways, so that no idea of their outstanding features may be gained by the motoring public. The Chamber believes that informative signs tend to promote the tourist attractions of the community as well as their industrial and commercial features.

Accordingly, the member organizations recommend that the Government amend the Highway Improvement Act to permit each municipality served by a controlled access highway, to erect, immediately adjacent to the highway, two single-faced signs, the wording, size, design, colors and construction to be within the discretion of the Minister of Highways.

* * * * *

It is the intention of the Ontario Chamber of Commerce to continue its program of education as to the importance of tourism, and it is cognizant of its own obligation toward expansion of this industry. To this end, the Chamber hopes to improve liaison with government and non-government tourist agencies, and to cooperate as fully as possible with them in the promotion of this major industry.

The Chamber is circulating a questionnaire to its member boards of trade and chambers of commerce with a view to discovering the present and planned tourist programs and resources of community organizations. It is the belief of the Chamber that the product of these questionnaires will result in further concrete proposals to the government of Ontario, and a more effective demonstration of tourist action by its member organizations. (Following a full meeting with the tourist committee of the Ontario Chamber and the Tourist Industry Committee of the Ontario Economic Council it was agreed to coordinate these surveys with the work of the Travel Research Branch of Tourism and Information.)

## CHAPTER 17

# Insurance Against Tourism

**While the standard liability insurance certificate for all provinces, effective in 1965, is a step forward, the other provinces of Canada would be well advised to follow Ontario's lead and stop suspending the driving licences or impounding the cars of tourists who cannot produce a liability insurance certificate in the legally prescribed form.**

**These practices hurt tourism in all the nation, and especially among our potential U.S. visitors.**

The "financial responsibility" laws of all provinces except Ontario apparently require each motorist involved in an accident, regardless of fault, to produce to the police at the time of the accident a liability insurance certificate in a prescribed form. This law applies to both residents and non-residents.

The driver's licence and registration plates of motorists who are unable to produce a certificate are suspended until certain conditions are met, e.g. until the claim is satisfied or security for damages is posted or a release from claim is secured. In addition, in the western provinces, (Manitoba, Saskatchewan, Alberta, British Columbia), the motor vehicle of the person who is unable to produce the required certificate is impounded and taken into the custody of the police at the time of the accident.

As the card must be produced regardless of fault in an accident, this sometimes results in innocent persons being placed at considerable inconvenience through the loss of their automobile.

The U.S. tourist is, of course, also affected by these laws. Enquiries received from prospective American tourists by the Canadian Government Travel Bureau, the Canadian Automobile Association and other groups indicate that a great deal of confusion exists in the United States as to the Canadian automobile insurance laws. Even if the American motorist is familiar with the Canadian requirements, there is difficulty in obtaining the proper insurance card from his insurance company, which company may not be licenced in Canada. In view of the confusion and difficulties, some of those intending to visit Canada simply give up the idea and spend their vacation somewhere else.

Following lengthy negotiations, all ten provinces agreed in 1964 on the adoption of a standard Canadian liability insurance certificate. All insurers are providing their policyholders with this card as of March 1, 1965.

This is a substantial step forward but is only a partial solution to the problem. The Ontario Government is of the opinion, and the Committee supports this view, that it would be preferable if the Ontario practice were followed and out-of-province motorists were not required to produce proof of insurance. Certainly non-Canadian visitors should be exempted from this requirement because the foreign tourist still faces the problem of obtaining the certificate and the inconvenience of not being familiar with the law. Each province has some type of an accident victims' indemnity fund which affords protection for the home resident should he be involved in an accident with an uninsured non-resident.

Aside from the interests of the foreign or non-resident tourist, the new uniform card is, however, a desirable convenience for use by Canadians travelling from province to province.

## CHAPTER 18

# Thought for Food

**Not too many Ontario tourist communities can count top flight eating places among their blessings.**

**Food services suffer from the tyranny of the traditional, too many Americanisms, lack of regular cleanliness inspections, insufficiently trained waitresses and waiters, inadequate accounting methods, and lack of merchandising.**

**But things are improving. Gradually people are learning that washroom and restaurant standards are prime judgment criteria for the transient tourist; that there is money to be made in the field of native food souvenirs; and that if we present and sell our food on the cheap that is the kind of tourist trade we will get.**

This is an area in which, because we all eat, we are all experts.

And not merely the members of the Tourist Industry Committee but each and every tourist is an "expert". Indeed there is seldom a topic which comes into broader discussion in relation to vacations and travel than food. It runs weather a very close second.

What can and should be done about improving standards of food preparation and service in Ontario may perhaps be summarized by a single true story.

A party of tourists, in the heart of one of the province's biggest tourist areas, asked the municipal information office, two store owners, and a policeman on the beat: "Where is the best place to eat here?"

The answer in each case was a long pause. Then, hesitantly, came the names of several restaurants and hotels. The reason for the delay in one instance may have been an honest unwillingness to rate eating places on the basis of individual merit. In the other cases, however, save for "home", those questioned admitted they did not know one outstandingly good place to eat.

Tens of thousands of establishments in Ontario serve food. Most of them serve acceptable meals. But the number of places in the cities, towns and villages of this province whose meals are notable for their excellence is still far from commensurate with the growth of its travel industry.

There are a number of reasons why this is so. Until relatively recently the people of Ontario generally, unlike their counterparts in parts of Quebec and in Europe, indeed unlike many of their fellow residents of large urban centres, have not been "eaters-out". If most restaurants and hotels in Ontario's smaller centres had to depend for the substantial part of their revenue on local trade, they would starve. This situation is, however, changing. In metropolitan areas, local patronage is now extensive.

### Staff Problem Major

Secondly, few resort hotels encourage transient patrons because of understandable problems of balancing staff. Most of those same resort hotels seek to avoid overworking their chefs. It is more than difficult to find such "jewels" for operations which are largely seasonal in duration. Indeed few leading hostelries, urban or rural, advertise the nature of their menus and the calibre of their food, save in most general terms. They may fear that, when the next season opens, they may not be able to retain the services of their current chef or chefs. Moreover, "in season" they seldom have empty tables.

Ontario's tourist industry as a whole tends to underplay the importance of good food, properly served, and also the economic contribution which the sale of such food plays in our overall agricultural and food processing enterprises.

But here, for what they are worth, are eight age-old, yet perhaps still acceptable suggestions, reinforced by recent surveys in this food service field.

### Tyranny of the Traditional

Most eating places could please their customers better, and make more net profit, if they would get out from under the tyranny of the traditional printed menu which lists, for even the smallest establishment, an alleged ready availability of several dozen main dishes. There is seldom a need for more than three or four entré courses, or more than a like number of desserts. A choice of two or three juices and at the most two soups is adequate for even the most discriminating traveller.

Such limited choices may vary from

day to day if the proprietor has a significant segment of steady, local patronage and in the light of the availability of local produce. Too often the establishment, catering largely to the transient trade, forgets that it is far, far better to serve four well-cooked dishes each day than to make available a wide selection, none of which is outstanding. Buffet service is, moreover, a plus under many circumstances as well as a labor-saver.

### Premium for Specialties

Within that limited variety, originality and uniqueness command a premium in both patronage and price.

The standards of the tourist traveller in Ontario, as elsewhere, have been steadily grading up far faster than most of the food catering trade has realized. Moreover, the eating place which can contribute some localism to its menu receives, as a not too incidental benefit, a fair measure of free advertising.

Such extra emphasis on uniqueness of menu is indeed the cheapest form of merchandising but it is, unfortunately, not too commonly capitalized on. Perhaps someday we might even hear the last of "southern-fried chicken" and "New York" cuts.

### Cleanliness Next

Although we must all grant that it is really the customer and not the proprietor who is responsible for the relative cleanliness or otherwise of washroom facilities in any eating place, standards here are more than often inadequate.

County and provincial health inspectors may perform their routine checks, but unless the proprietor realizes that the state of his washrooms is just as important as the cleanliness of his tablecloths, not too much progress can be made. Hourly checks by a responsible staff member have been found by many establishments to be the only safe and sure way of handling this problem. Moreover, cleanliness and order breed cleanliness and order.

### Personnel Training

The Committee has heard many recommendations that "government" should establish school courses for chefs and waitresses. Ontario is already doing much in this area of endeavor as evidenced by the Report on Education and Training for the Food Service Industry available in Canada's ten provinces, recently published by the Canadian Restaurant Association.

The Provincial Institute of Trades established a cook training course in November, 1963, which conforms to the requirements of the Apprenticeship Act. Also offered is a ten week course in waiter and waitress training and, in the Muskoka area, at Bracebridge, a two year diploma course in food service training.

Ryerson Institute offers a three year Diploma course in Hotel, Resort and Restaurant Administration. The first year is identical to their Business Administration Course and the remaining two years become more specialized.

A twenty session evening course is also offered at Ryerson each year in Hotel, Resort and Restaurant Management.

It is questionable in our opinion, however, whether the provincial government has any direct responsibility to train waiters or waitresses. Here surely the proprietor can do the job. And if he is not capable of so doing, public patronage, or the lack of it, will soon prove the point. Well-groomed, well-mannered waiters and waitresses are the prime key to success. Without them, it matters not how good the food.

There are always going to be good and bad eating places within any jurisdiction and perhaps all that those concerned with the development of tourism can be expected to do is to make it easier to find the good ones. Indeed, in our entire approach to tourist development, it may well be that we have leaned over so far to avoid being charged with discrimination that we have failed to give sufficient public and private encouragement to the operators doing the better jobs. A privately published guide to better eating places in Ontario might well be worthy of some assistance.

### Food and Drink

It has been suggested on many occasions that the failure of the local citizenry to vote approval to alcoholic beverage licences for better eating establishments has, in many areas, severely curtailed the availability of the latter.

In this there is a measure of truth. The profit margin in beverage dispensing is large in comparison with general food service. But there is no absolute relationship. Food, good and bad, is found within and without licensed premises and this is an issue within the control of the electorate of each area.

Our best bet appears to be to find the good operators and to sing their praises clear and loud.

### Localizing Presentation

There is another small but perhaps significant food promotion idea which is having an increasing pay-off for eating place proprietors throughout the province — identify food by the place of origin, especially if it is local, regional or provincial, and, wherever possible, serve at the end of a meal a selection of native cheese or fruit.

The cost of the latter is not large; not too many people will avail themselves of the opportunity; but the implied generosity and the emphasis on foods native to the land has a very real pay-off. It is part of the same philosophy of the "after-dinner mints" and of the placing on the table of a wide variety of local pickles and sauces. No more is eaten. No more is wasted. But the variety and quantity appeals. In this connection, it is recommended that the Home Economics Branch of the Ontario Department of Agriculture cooperate with the Canadian Restaurant Association, Ontario Branch, in establishing in the latter's culinary show a section devoted to the preparation and use of the many fine food products that are either produced in, or are particularly characteristic of, the Province of Ontario.

### They Also Serve

Few eating places can afford to staff for peak patron loads. There will inevitably be delays. Inherent in the delays is a captive audience. Yet at how many restaurants and hotels are the waitresses instructed to serve tourist information in the form of local leaflets and maps illustrating other local things to do and see and places to go? Some place mats perform such a function and are useful. But if the wait is to be five, ten or twenty minutes, a greater depth of information is desirable.

To a great many transient tourists, the major stop points in Ontario's towns, villages and cities are washrooms and eating places. They serve two essential needs and too often we forget to capitalize on these basic facts. Local chambers of commerce, regional tourist councils, and even provincial agencies, will do well to cooperate when asked by a good eating place for a supply of tourist information pamphlets to serve to their waiting patrons. Seldom does the motorist have a like period in which to sit and discuss with his family and friends what they will do next and how many more hours or days, if any, they will spend in a particular district.

### Targets Should be Higher

Foods, as purchased, cost substantially the same to all operators. It is what is done with them in their preparation and service that makes the difference between a good meal and a poor one. Since food cost and labor are the big expenses, it is foolish to waste potential profit by slipshod methods of food preparation and presentation.

* * * * *

All the foregoing are very simple suggestions and they have been said over and over again. That they are included in this report is merely in the hope that, through further repetition, there will be further acceptance.

Lest there be any misunderstanding, let it be clearly stated that this report implies no wholesale condemnation of Ontario's eating places. There has been a substantial improvement of such in recent years and in virtually every part of the province. What it says is that, if our tourist industry is to continue to grow, a further expansion of above average food dispensaries is essential. And in that growth the basics of cleanliness, comfort and courtesy are of equal importance to imaginative presentation.

Some encouraging developments have taken place in recent times. At the suggestion of this Committee and with the whole-hearted concurrence of the Minister of Agriculture, that Department's Home Economics Branch initiated an informational service to dining rooms within the province menu and recipe suggestions featuring native foods. It is a service which met with acclaim and we trust it can and will be expanded. (See Appendix B, pages 84-87.)

### Souvenirs Good Enough to Eat

There is also some indication that certain segments of our food processing industry may be prepared to experiment in the marketing of souvenir packages of native foods such as cheese, fruit spreads, etc. This has been an important market area in other nations but Canadians have been reluctant to adopt this somewhat more sophisticated method of introducing their wares to a tourist "export" market.

Eating places are a most logical outlet for such food souvenir sales. Their incorporation in the menus can stimulate not only appetites but subsequent acquisitions. Such a merchandising program can supplement revenue. It can also provide an authentic and valuable souvenir trade running into several millions of dollars annually for food growers and processors.

To a nation whose producers have been more interested in selling bulk products than in promoting attractively packaged samples, this proposal has come as somewhat of a surprise and has yet to meet widespread acceptance. British spread manufacturers, exporting to Ontario, are still far outselling domestic food producers in this area of endeavor. Yet native fruits, jams and honeys are at least equally tasty and the ingenuity of our processors and packers is proven. The secret is to find the quantity and package that can retail profitably from $1 to $3.

It is an area in which the food processing associations and the government can and should give leadership. It is, moreover, a potential year round business. While sales in the summer may be the most brisk, gift packages at other seasons, and especially at Christmas, are in constant demand as growers in Florida and California have already proved to their profit. For example, one Toronto departmental store shipped abroad in one recent twelve month period, as gifts, 12,000 fifteen pound cases of Canadian apples.

The foundation knowledge for many interesting Ontario spreads already lies with professional and amateur dietitians throughout the province. Indeed Women's Institute members cherish many traditional native recipes which would have a unique appeal to tourist visitor and Ontario resident alike. Elderberry, blueberry, cranberry and wild strawberry and raspberry are among our "exotics" in this field but many food products such as apple butter; brandied peaches; grape, peach or pear conserve; ginger pear; native Ontario wine jellies; red, white or black current jellies; dill carrots; dill green tomatoes; pickled small ears of corn; pear and mint could have a marketability yet unrealized. Indeed the Women's Institutes of the province might well give leadership here by developing a common series of spread packaging units which, filled locally, might be used as money-raising sales projects and out of them might well come several new food processing industries.

In this entire field of tourist merchandising, however, "there is nothing for nothing". If we continue to sell our food on the cheap, that is the kind of tourist trade we will get. But if we are prepared to mix with the quality products of our farms and orchards a measure of inventiveness and imagineering, we will not only get something for something but a margin of profit as well for our entire economy.

CANADIAN WINE INSTITUTE
A WORLD SALUTE TO THE WINES OF CANADA

*At St. Catharines' annual grape festival*

CHAPTER 19

# Financing the Industry

**During the public hearings of the Tourist Industry Committee many references were made to the problem of credit availability for the tourist operators of Ontario.**

**Much was said about the lack of funds available to finance new tourist facilities. Simply having a desire to get into, or expand, a particular line of business, however, is not a total justification for securing such aid.**

**There must be a proven market with demonstrated potentiality of profit and acknowledged managerial know-how. Given such, there are some avenues of access to aid.**

Over the past several years the Industrial Development Bank has made available substantial loans to recreational service businesses, including such projects as ski facilities and marinas. In 1962 and 1963, for example, these totalled $4.2 million and $2.7 million respectively.

I.D.B. financing for the various aspects of the tourist and recreational industry has been at a rate of close to $1 million per month.

Except for total loans, the Industrial Development Bank's statistics are not, however, broken down by provinces. Ontario's share can be related to Ontario's share of employment (37%) or its share of capital investment plans (36% in 1962).

With this province's conventional financial apparatus so highly developed, the I.D.B. might not think it amiss if its gap-filling financing worked out at a much lower ratio than Ontario's share of employment or projects. For years, in fact, it was lower. In 1962, however, Ontario's share of Industrial Development Bank's financing was 39% in number of loans and 37% in dollar volume.

On this point of Ontario versus all Canada, a Bank spokesman states that Ontario's share vis-a-vis tourist establishments was even higher than Ontario's share of total I.D.B. activities. It is interesting to note that very little of the money provided to Ontario was for motels or hotels in the Metropolitan Toronto area.

### Small Business Loans

The second area of conventional financial help available to the industry is the Federal Small Business Loan. During the first year of operation ending December 31, 1961, Small Business Loans for Canada in the service industries represented approximately $4.6 million. In 1962, the total was $3.7 million. Although the term "service industries" has been used, the largest percentage of these loans made under the Small Business Loan legislation either directly or indirectly would probably fall into the broad definition of the tourist industry.

There are, of course, a number of other agencies which have an interest in providing capital to the tourist industry. Organizations such as Roy-Nut Corporation, established by banking and trust institutions, have provided "tourist" loans in Ontario — in 1962, in excess of $300,000.

The Ontario Development Agency was established by the Ontario government late in 1962. Its primary function is to make available financial advice and "last resort" working capital to industry in this province but it is increasing its activities in the field of tourism, especially in consultative services.

The Ontario Development Agency has, for example, recently made available to tourist businesses, through the Department of Tourism and Information, a basic account book for tourist operators which facilitates segregation of revenue and expenditures in such a way as to permit evaluation of the net profitability of specific segments of the total business.

The bulk of tourist industry financing in Ontario comes through normal bank loans and mortgages, institutional and private. Detailed statistics are not available. The financial institutions do not tabulate their loans and mortgages by specific industrial classification.

### Better Book-Keeping Needed

While financial restrictions still curb expansion in Ontario's tourist industry, this barrier cannot be entirely laid at the doorstep of unavailability of credit.

Tourist operators in the province have not always been in a position to present their needs to financial institutions on a basis comparable to that of other phases of the business community.

Many are small businessmen and women, and keep their books in an extremely basic manner. While such records may suffice for income tax returns and general operations, they are often insufficient to support applications for long term credit.

Larger operators have on occasion expanded rapidly and have borrowed funds at high rates of interest. They, for their part, have found that conventional financial institutions are understandably reluctant to make money available primarily to consolidate indebtedness at lower interest rates.

While the extreme seasonal nature of the tourist industry in many parts of Ontario increases the risk element in capital availability, it does not relieve credit applicants from the obligation to maintain adequate records and controls or to exercise a reasonable prudence in financing.

True, Ontario needs more resorts of international stature and these resorts can be prime earners of foreign exchange. Government assistance to such, moreover, is a way of bonusing export sales without violating international agreements. Many nations have introduced "pioneer status" subsidies for new resort accommodation of superior standard. Indeed, without extensive government assistance, the tourist expansion which has contributed so much to the economies of the Caribbean and many parts of Europe would not have been possible. To those economies, however, tourism has been a matter of economic life or slow death. In Ontario, with its diverse economic base, tourism, while vital, is still to many the 10% icing on the cake.

Whether an industry that contributes only that percentage to employment and dollar earnings is worthy of special treatment is a matter of high policy for both the federal and provincial governments. A reasonable case can be made both pro and con.

### Competitive Incentives

It is worth noting, however, what is done by government for the tourist industry, particularly hotel operators, in other countries competing with Canada.

The range is considerable. In Britain, for example, there are no central government subsidies, loans or tax exemptions, although the Government of Northern Ireland makes grants to hotels and guest houses for specific improvements.

In Spain, rather surprisingly, the only direct assistance is the provision of government loans at 5.5 per cent, there being no subsidies or tax exemptions for the hotel industry. In Norway the situation is similar to Spain.

At the other extreme we find various governments in the Caribbean. In Jamaica, for example, almost 200 per cent of the initial investment can be deducted from taxable income in the first eight years, and there is import duty exemption on materials and appliances, and low interest loans from the government. The situation is similar in Barbados and the Bahamas.

## CHAPTER 20

# Problems and Potentials

**The face of Ontario's tourist industry is changing rapidly, not only in terms of upgraded standards demanded but the types of facilities sought.**

**Regional research and sales requirements indicate a need to integrate many of the activities of Tourist Councils and Development Associations.**

**Many more segments of the economy should be involved in tourist educational programs if the visitor industry is to heal some of the scars currently being inflicted on it by misunderstanding and exploitation.**

Ontario's tourist industry, in at least one respect, seems to be growing simultaneously in two different directions.

Standards of accommodation sought by the travelling tourist are being pushed higher and higher as the general standard of living rises both in Canada and abroad. Low-end accommodation establishments are losing trade and "low-end" means something different today than it did yesterday.

The operator who does not meet the minimum standards set by government has more to fear from the tourist than from the field officers of the Department of Tourism and Information.

At the same time, the trend toward tenting and trailering is accelerating. To the urban dweller this sort of vacationing is synonymous with adventure. It is a pioneer reaction from the comforts and congestion of city living.

There is, of course, some merging of the two trends. While public camping areas and parks have, in so far as provincial establishments are concerned, provided only basic facilities and will continue in this policy, private trailer and tent parks, hotels and similar establishments have found profit in providing, at a considerably higher tariff, the extras which are sought by a percentage of the travelling public.

The development of botels — marine motels with overnight accommodation, repair and gas facilities, sewage "dumps"— is only beginning on the Trent, Severn and Rideau waterways and along the shores of the Great Lakes.

Trailer parks providing water, power and sewage links will undoubtedly foster tourist colony living along the line already established throughout the United States. In many instances such trailer sites are already being rented on an annual basis. Here the proprietor has a cottage colony with his only capital outlay a desirable property and basic service installation.

### Annual Design Awards

The decision of the Ontario Association of Architects to provide annual design awards for new tourist accommodation is most welcome. This project, born of a joint endeavor by the Association and by the Tourist Industry Committee, can serve to raise both visual and physical standards of accommodation by giving broader publicity to leaders and innovators.

There are, of course, many other changes underway. The leisure recreation industry is on a sharp upward curve and, with population growth, many previously remote areas are starting to develop cottage and trailer colonies. This is already noticeable, for example, in the French River district, now increasingly becoming a holiday suburb of what was once a far away metropolitan area. Fishing and hunting resort regions within 150 miles of the U.S. border in north-western Ontario, are being increasingly invaded by cottager and weekender.

Some resort operators are understandably irked by this development. Their original appeal, grounded in natural isolation, is vanishing. They face the choice of becoming vacation resorts rather than fishing camps, or of moving farther and farther north. This costs money. Even more important it costs a change in operating and merchandising policy.

### Tourists Heading North

This is an inevitable part of the problem of growth. Ontario's population and the population of its neighbor states is growing. There will be thousands more second homes away from home. Many resorts can and will, with profit, change the nature of their clientele from the fisherman and his friends to the fisherman and his family. Others will flee to seek again the profit in the appeal of solitude, and prosper anew. But none will stop the march northward of more and more tourists who will demand access to clear water, the smell of pine, and recreation in air and sunshine unmarred by smog and smoke.

No government can preserve for the resort operator or the established cottager any monopoly of land or lake, but, as a province, we must see to it, on behalf of both citizens and tourist guests, that natural resources are protected from developments out of harmony with the preservation and true appreciation of those resources.

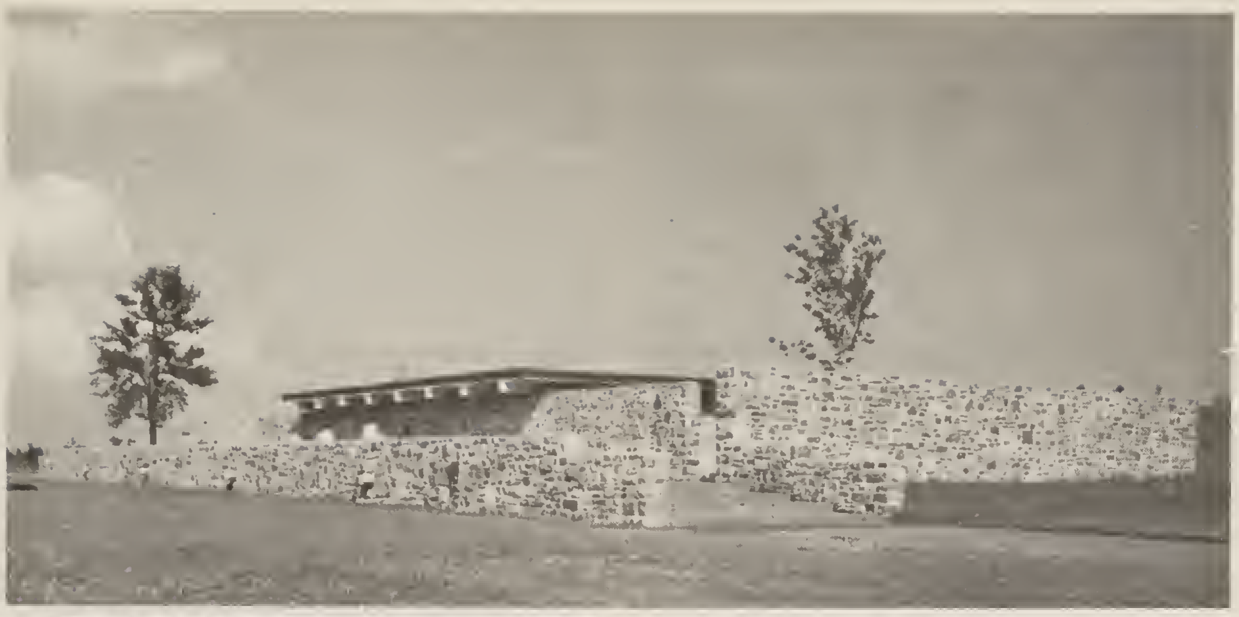
Overall land use planning in areas being opened to cottager and camper is vital, whether it be by provincial or local authorities. And in this planning, which may well be best undertaken regionally, all local citizens, summer and year-round residents, should have a voice. Here indeed is an area of endeavor in which regional tourist councils and regional development associations can profitably invest their energies. If planning regulation in such areas finally falls to a central provincial agency it will only be the result of local default.

### Coordinated Regional Action

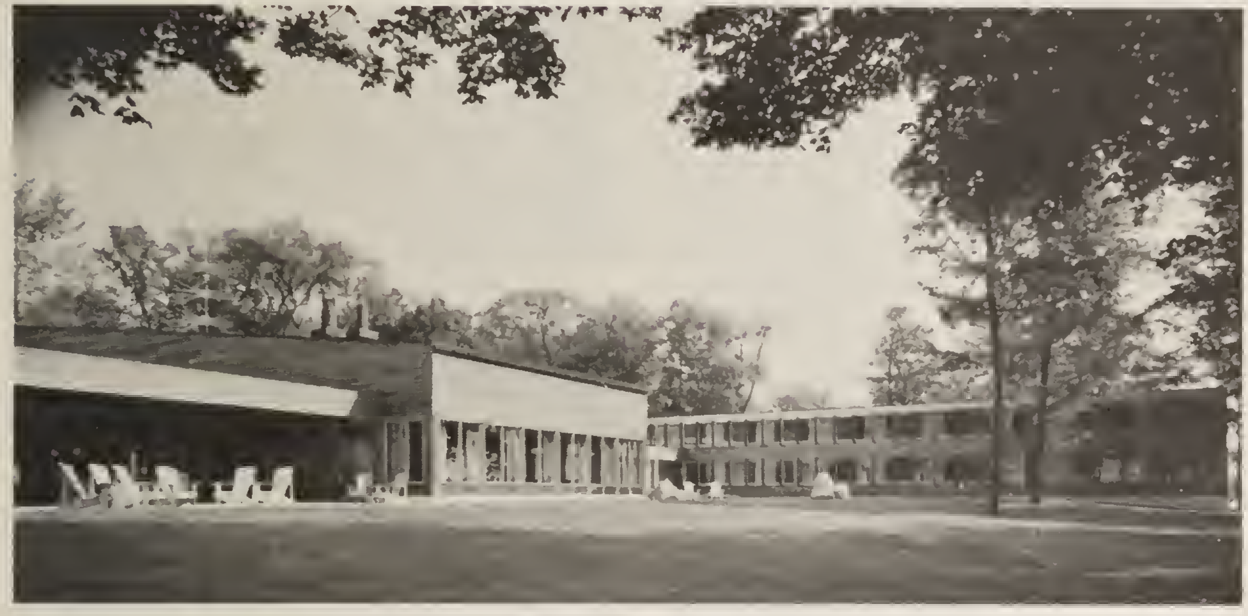
Indeed, an early reassessment of the role of tourist councils and development

# WINNING DESIGNS

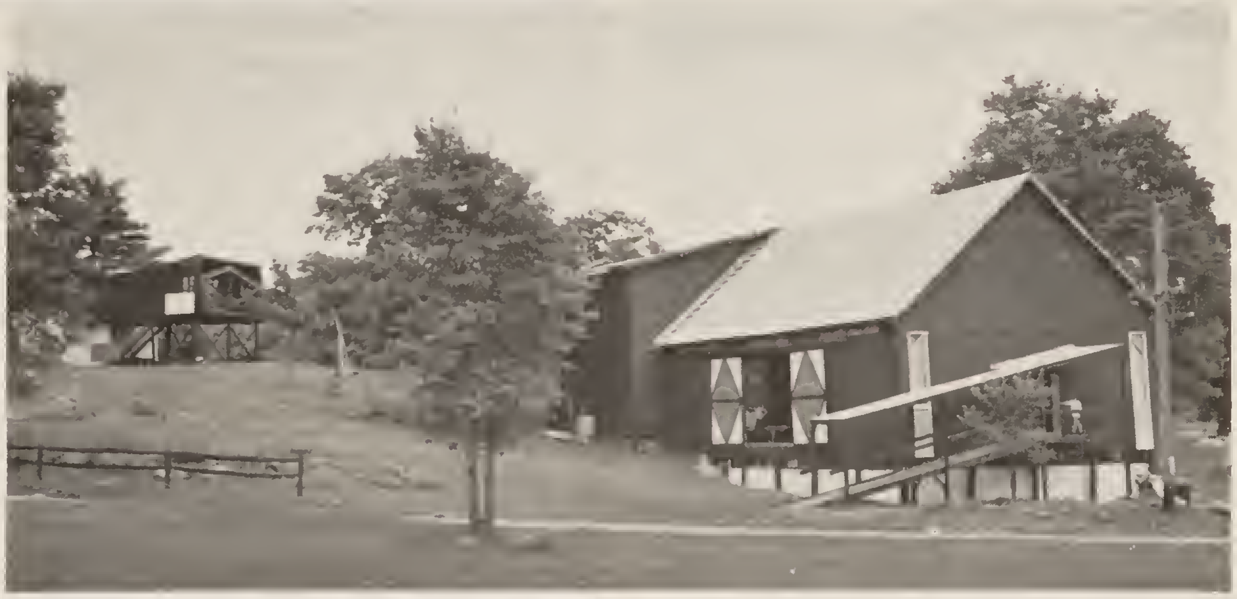
**Ontario Association of Architects Competitions**



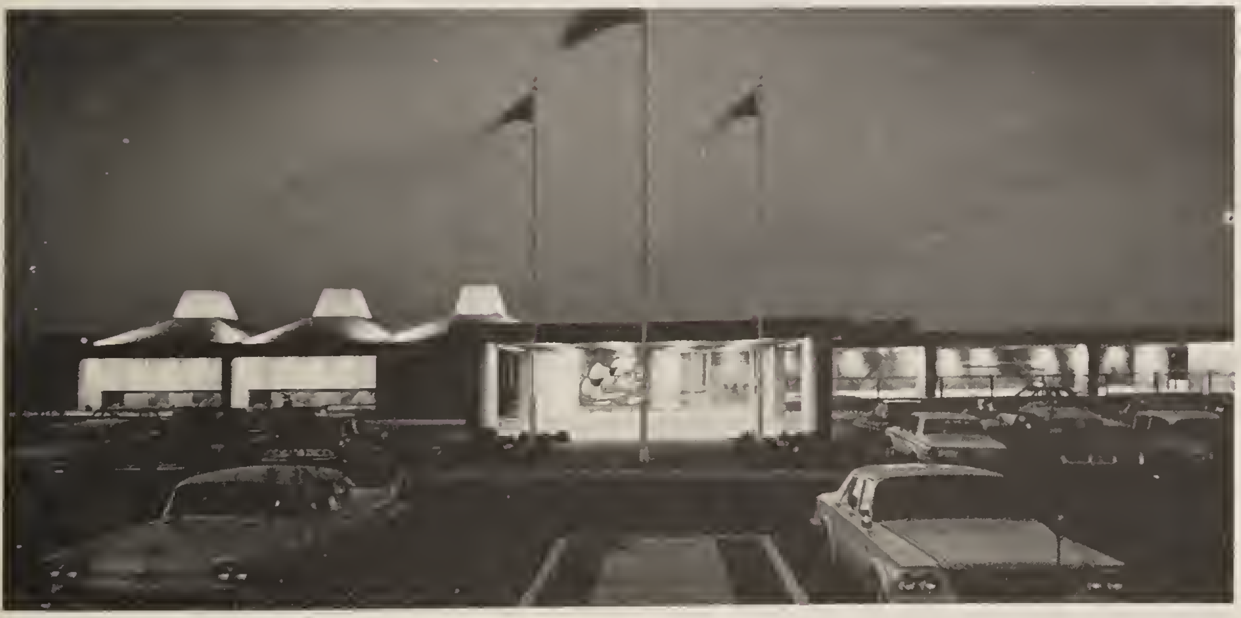
*Memorial Building*
*Crysler Park*
*St. Lawrence Parks Commission*
*—Elken & Becksted*



*Y.M.C.A. Geneva Park*
*Lake Couchiching*
*—Gordon S. Adamson & Associates.*



*Camp Manitou-Wabing*
*Parry Sound*
*—Jerome Markson*



*Valhalla Inn*
*Etobicoke Township*
*—George A. Robb*

associations should be undertaken so that areas of conflict may be resolved and areas of cooperation more clearly defined.

Government subsidization of regional development through these mechanisms appears to have been a sound venture. The amount of money involved is small in relation to potential benefits. Generally the regional development associations throughout the provinces seem to have made progress over the past ten years. Many of the regional tourist councils are much younger. The 5,000 maximum in matching grants has been helpful in attracting local investment in the vital area of tourist promotion for most of the 30 odd regional tourist councils. Finding a sufficient number of knowledgeable people to serve on these councils has, however, been a more difficult task.

The development associations and their executives are creatures of municipal and county councils. The tourist councils have been sired in the main by tourist associations and chambers of commerce and private resort operators. They are somewhat less stable in terms of personnel, somewhat more difficult to bind together in cooperative projects, somewhat less used to surveying in necessary depth regional assets and liabilities.

There is general agreement that some merging of the facilities and programs of development associations and tourist councils should be explored. In this, the two departments of government most concerned, Tourism and Information and Economics and Development, should take the lead. The field staffs of these departments might also be more closely integrated in regional research and administration as could the field staffs of other departments of the provincial government.

Assessment of what we have, what we have not, and how we best can develop the tourist assets of a particular area, demands regional cooperation. Adequate implementation of tourist merchandising appeals on behalf of the entire province demands regional and local implementation.

## On the Go — Regionally

If we have a provincial product to package and sell in the tourist industry, it can only be delivered to our customers through individual local dealers — the hotels, restaurants, gas stations, motels, real estate agents, policemen — all the people who come in contact with and benefit from the tourist traveller. Such "dealer" cooperation in merchandising can only be attained through local and regional education. Ontario needs these regional organizations if it is to make money out of tourism and more time and effort and financial aid may be required.

It will, however, be no easy task. Many are the resort proprietors who take off for parts relatively unknown shortly after the summer season ends, and who take little interest or part in regional tourist promotion. Unhappily too common in some areas are the chambers of commerce whose members feel that they only have funds enough to sell their own particular community and that regional maps or regional pamphlets sell as many people away from, as to, their particular area.

This, of course, is far from the truth. Most tourists are travellers. In this sense, tourists are inherently mobile. If a community has nothing to keep them, they will not be held no matter what may be the informational exposure or lack of it. But the more we keep the tourists touring, the more they will inevitably find to interest them, the more they will spend, and the more in taxes we will collect. In every community, a stationary tourist is far less profitable than a tourist on the go.(1)

Regional tourist councils and development associations are essential in one other vital sphere of the tourist industry —education. To prove the value of tourism, to convince each citizen shareholder that he or she has a very real stake in its growth, conviction must be grounded on local experience. Local eye glasses are vital, whether the educational process be directed to the grade student, the business man, or the factory worker.

## New Local Exposure

Here, perhaps, more provincial time and effort could be profitably expended. Hospitality schools, such as those conducted by the Department of Tourism and Information and through the Canadian Tourist Association, should be expanded. But a large part of this tourist education can be interleaved into the learning programs of those who perhaps least suspect their deep interest and concern. A hospitality conference is labelled "tourist promotion". But is a police convention not an equally good forum? Are not the local policemen the men in uniform to whom people are supposed to turn for information and guidance. What is their attitude?

To what extent are teachers' conventions an even more important forum? A substantial percentage of students will find livelihood in the tourist industry, yet how many guidance teachers at the high school level have received even a single pamphlet from government or from private agencies in this field, listing the basic facts and opportunities about this, one of the largest of our industries. Or how many teachers of social studies and Canadian history are provided with the tools or the incentive to acquaint their pupils with the tourist resources of their own teaching area?

And how many retailer conventions stress the role of the clerk in the "counter-attack" on the tourist dollar, not merely in selling merchandise but in selling extra things to see and do locally so that more time and dollars are spent within range of those same retail stores?

We are all in the tourist business and perhaps the time has come to spread the gospel in a much broader way.

## Making "Hay" Makes Enemies

Some of the problems of convincing the citizenry at large of its stake in the growth of the tourist industry stem, of course, from the tendency of certain business people to "make hay while the summer sun shines".

There is evidence that in a few areas of the province service business prices increase during the peak of the tourist season and local people feel not only rejected but exploited.

Some motel and hotel rates, which for much of the year are well below the maximums posted in each room according to regulations of the Tourist Establishments Act of the Department of Tourism and Information, bounce quickly upward each weekend, and perhaps all week long to those published maxima. Some motel and hotel operators try to sell three or four people into a single room to peak their take at the season's height. Indeed they raise unfriendly eyebrows when one family wants two rooms instead of one.

Seasonal help in restaurants is not as well trained and often not as courteous. The employees know, in the main, that they are only temporary and will shortly be displaced. Local customers are annoyed.

There have indeed been a number of tourist towns in Ontario in which certain permanent residents, councillors, and industrial executives and employees have publicly expressed the view that they would be happier, and the whole town would be a lot better off, if the tourists went somewhere else.

Not only are such contentions untrue but they have, when given currency, the effect of penalizing the entire provincial economy.

All these things, however, point up most graphically the extent of the internal educational job which needs to be undertaken, and undertaken constantly, by local chambers of commerce, regional development agencies and by the provincial and federal governments.

---

(1) One mid-western authority in the U.S.A. has estimated that in any community a tourist is worth "one dollar per hour on the hoof".

## CHAPTER 21

# Project Opportunity

**Here are sixteen potential tourist promotion opportunities for the "Province of Opportunity".**

**They range from an exhibition of various forms of electrical illumination to ethnic gardens, farm holidays, chautauquas and junior prospectors' parks.**

**Some are for government, most for private enterprise, but each could bring fun and profit.**

During the public hearings, in written submissions, and in the course of committee discussions, there arose a number of suggestions for specific tourist development opportunities within Ontario.

Where they are in the sphere of government some of these have been passed along to the departments concerned; others are outlined here for the first time. They have been included in the report not on any basis of relative practicability or priority but simply because they may be indicative of the thinking of persons and agencies in this field.

### (1) "City of Light"

Might it be possible for the Hydro Electric Power Commission or one or more municipal electric utilities, working in cooperation with private manufacturers and installers of outdoor lighting, to create, in a favorably located park area in the province, a "city" or "village of light?"

Such an attraction, for which an admission charge would be made, might demonstrate various types of outdoor lighting, from illumination of fountains and waterfalls to color floodlighting of trees, underwater lighting, and Christmas and other seasonal types of decorative lighting. Data on the cost of acquiring and installing various types of illumination might be available centrally or in a tour folder as a means of compensating the private participants for their investment. Admission charges, it is argued, would more than cover maintenance costs.

### (2) "Flower Fantasia"

Based in part on the success of the Butchart Gardens near Victoria, B.C., whose originators hailed from Owen Sound, Ontario, might it be possible to promote a cooperative venture among florists and landscapers in which a series of gardens of distinctive character would be linked together in a large commercial display?

Covering perhaps up to fifty acres, and presumably with a setting incorporating water and hillsides, this would be a permanent horticultural exhibition to which admission would be charged. It was suggested both by the growing and broadly-based public interest in horticulture and by the type of installations made by such agencies each year at the Canadian National Exhibition.

While admission fees should cover maintenance, each individual, commercially sponsored garden could carry some advertising signs and, in a central location, or perhaps within each garden unit, sales could be made of seeds, shrubs, flowers, etc. to interested visitors. During perhaps four or five months a year such a tourist target could attract many thousands of people at rates similar to those charged at the Butchart Gardens.

Among the tourist projects suggested by Ontario ethnic newspaper editors was a "Confederation Garden" in which each of the major ethnic groups would be given an opportunity to develop a one-to-five-acre section in flowers, shrubs, trees, etc., characteristic of their original homeland. Such gardens might also contain statuary native to those lands, or other like features. Cooperation not only of immigrant Canadians might be sought for such a project but it was felt that, especially if it were located in the Ottawa or Toronto areas, the consulates and legations from the countries concerned might well cooperate in supplying the necessary seeds, plants, etc.

### (3) Children's Fishing Clubs

The Ontario Department of Lands and Forests has already pioneered this field, but it could perhaps be readily expanded and with profit.

This is a matter of providing in accessible shallow pools within fenced areas, a ready supply of sunfish, rock bass, perch and similar fish and making available rental rods and worms, at say 25¢ to 50¢, to children whose parents want them to have an hour's entertainment through access to a virtually limitless supply of fish.

It would matter not what the size caught, or the number. Such an attraction in tourist towns would be a great boon to harried parents and would not be too expensive to install where water is readily available.

It is understood that Lands and Forests is prepared to make available certain of their no longer economic fish hatcheries to chambers of commerce, service clubs, or municipal authorities for such a purpose and to assist them in stocking the waters. Perhaps the Department itself should provide these types of kiddies' fishing clubs, at a fee, in some of their parks if no one else will espouse the proposal.

### (4) Farm Fun Behind a Horse

Surprise was expressed that more rural residents in tourist areas have not, perhaps in cooperation with high school or university students, set up a summer business on their own premises which would, for a fee, make available rides in buggies or other horse-drawn vehicles.

Driving a horse is already a novelty. Many children would consider it a real adventure and father would be proud to photograph junior at the reins.

There could even be sessions behind the plow or in other normal farm practices for urban kiddies. Plowing a straight furrow, which once had something of a political implication, might well develop an economic one.

### (5) Farm Holidays

Is there a market in Ontario for farm summer camps for boys and girls in which they would be taught to go out for the cattle in the morning, milk them, gather eggs in the hennery, and perform some of the other tasks essential to feeding our people? This form of practical education could perhaps provide a summer camp with a marketable "difference".

### (6) Industrial Tours

In their tourist promotion are local chambers of commerce investigating to the full the potentiality of factory tours of local plants which produce nationally advertised products? Properly handled, the public relations value to such manufacturers might, in some instances, be worth the inconvenience. A similar project has been initiated by the U.S. government travel service which publishes a national list of manufacturers providing such tours.

### (7) Guided Waterways Tours

In other parts of Canada, and especially in the Rocky Mountains, promoters of saddlebag tours of two days to two weeks have been successful.

Do Ontario's waterways offer a similar opportunity?

Could private agencies sell as packaged tours, canoe or outboard fishing trips down some of our northern rivers flowing into the Arctic; down the French into Georgian Bay; through the myriad lakes and rivers of the Rainy River and Lake of the Woods regions; or even through the comparatively peaceful waters of the Trent, Severn and Rideau, with camp-outs and cooperative cookouts.

### (8) Antiques Ahoy

With the rapidly increasing number of women who find year-round adventure in seeking out early Canadiana in antique shops, second-hand stores, local museums, and wherever their cars and complacent husbands will take them, has the time come for some private publisher to put out an annual directory of such Ontario attractions, perhaps cross-indexed by type of antiques featured?

The combination of advertising sold and subscription revenue — antiquers will pay plenty for new target data — should make such a venture worthwhile.

### (9) Natural Photographic Targets

While at Midhurst's Springwater Park an excellent beginning has been made, through private initiative but on governmental premises, on a zoological exhibit of wild life native to Ontario, has the time come to make of this, or of a comparable assembly of native animals in their natural habitat, a real photographic safari?

Admission charges, the sale of photographic supplies, and the vending to visitors of food for certain of the animals, could ensure a profit for any agency, public or private, which might espouse it. This is a project which might well be operational six months a year and represent a major addition to our educational aids. (A large zoological park featuring birds and animals from all over the world is attracting over 60,000 paid admissions annually at Wasaga Beach.)

### (10) Whimsy Unlimited

It is acknowledged that its delightful whimsy, as much as its name, makes Disneyland an outstanding tourist attraction. Too obvious commercialism has made a failure of most of its imitators.

If we are to have any project of this nature in Canada, might it be themed to our own legends and history, with a generous admixture of light-hearted humour. The Story Book Gardens at London, Ontario, and Santa Claus Village at Bracebridge have been among the few ventures of this type to make marks.

*Bracebridge's summer Santa*

### (11) Prospectors Unlimited

Is it practical, perhaps somewhere in Northern Ontario, to "discover" a land area in which would be found, or "planted", a sufficient variety of mineral samples, properly labelled, which would make a paying venture of an "adventure" with pick, compass and geiger counter?

The potentiality for both education and fun would appear sizeable if it were aimed at the eight to eighteen age groups. Sale of mineral and rock samples as souvenirs would augment revenue. Such a prospectors' park, moreover, could be used to tell many of our younger citizens the story of the development of the province's mineral wealth.

### (12) Summer Theatrical Attractions

While summer theatre has got by financially in occasional spots in the province, and Stratford, with large private and public subsidies, seems well on the way toward permanency as an international tourist attraction, there may be less costly ways in which smaller tourist communities could provide stage attractions.

There are many young Canadians, for example, and indeed many immigrant Canadians, who have much to contribute in an artistic way to our cultural life but who need a first and appreciative audience.

Is it possible that in our virtually unused high school auditoria, in the summer months particularly, or in some of our outdoor "bowls", a series of concerts could be promoted by local agencies, perhaps in conjunction with the C.B.C., or by some cooperative group of embryo artists themselves, with the artists taking a share of gate receipts rather than fixed fees?

Too often the fixed overhead of the summer theatre kills the entire project. One night concerts in various tourist

*Storybook Gardens at London's Springbank Park* towns might be a more economical answer, especially if established theatres, indoor or outdoor, could be used by the sponsoring agency.

### (13) An Ontario Chautauqua

It is an old idea and one which has been successful perhaps only in one centre in the United States, but is there an opportunity for one resort community in Ontario to make a specific appeal to older men and women who are interested in a substantial fare of music, lectures, discussion groups, etc?

This is not the average vacationer, it is true. This could, however, be an "over-50" or an off-season attraction for one of Ontario's larger or older resort hotels. The potential market may not be large but it is moneyed, and its constituents will go a long way to get what they want. In no sense is here suggested a duplication of the Couchiching Conference.

### (14) Nature Lovers Ahoy

To what extent have we in Ontario set our sights sufficiently on the special interest groups? Having in mind their appeal outside the peak summer months, have we considered the promotion of:

(a) Wild life sanctuaries in which bird watchers would be admitted at so much per head?

(b) Wildflower preserves such as might well be developed in the Bruce Peninsula or like areas?

(c) Walkway parks along streams and through dells in public reforested regions? Or on a much larger scale such as underway from the Niagara Escarpment up into the Bruce?

(d) Natural landscape feature parks such as the almost unknown canyon off the Trans-Canada Highway 35 miles east of the Lakehead near the community of Ouimet?

(e) The simple signing by local authorities and regional tourist promotion agencies of our more beautiful "view-points" and look-outs?

### (15) "Have-Not" Attractions

The Department of Lands and Forests has already established what it terms "wilderness areas". Can we or should we take steps to ensure that the so-called conveniences and all the pressures of modern civilization are kept out of certain defined regions of Ontario?

Mackinac Island in Michigan, run by the state historical commission, owes much of its considerable tourist attraction to the fact that it completely bans automobiles. All transport is by horse-drawn vehicles and bicycles.

*Peterboro's liftlock is a prime tourist target*

Perhaps Ontario should preserve at least one similar substantial "island" in this province from the inroads of noise, smog, hurry and ulcers.

### (16) Home-Made Profits Without Honor?

Niagara's Blossom Sunday, and more recently its Grape Festival, are examples of what might be done for Ontario's sugar bushes, for its rural Strawberry Festivals, for perhaps even its church fowl suppers.

We have in the produce of our land and in the culinary prowess of our rural homes further potential tourist assets. Can we duplicate in Ontario the tourist appeal of Iowa's Amana district? Could the Women's Institutes of specific areas develop home-made food products for sale during tourist seasons to the point where they might lead to substantial cottage industries and at profitable prices?

True in other lands most projects of this nature were sired by tradition or necessity, usually a generous helping of the first, spiced by a touch of the latter. But have we yet made a sufficient inventory of our human skills?

To this trade the rural women need not give of their talent without compensation. They and their communities can be generously repaid. Indeed many are the rural churches which even today raise through periodic catering to tourist visitors in the form of festivals and suppers a generous portion of their annual budget. And the tourists feel not taken in but privileged to participate. The roadside sign indicating the availability of home-made bread and fresh eggs can carry a much larger legend if we wish it so to do.

## CHAPTER 22

# Top Show Window

**The Niagara Parks System is a key foundation stone in the province's tourist industry.**

**Further expansion and improvement, however, are possible in the development of its historical sites, its souvenir policies, its public relations activities, and the way its proven assets can be used to sell travellers on the desirability of visiting other attractions farther from the border.**

Ontario's, and Canada's, top tourist target — even though many foreign visitors consider it to be within the United States — is, and probably always will be, Niagara Falls.

Despite the fact that the U.S. section of the Falls is several feet higher than its Canadian counterpart, the excellent parks development on the Ontario side has given it visitor priority for many decades.

Most "tourists" can lay no claim to that designation until they have visited "The Falls", whether it be on a school tour, on a honeymoon, with "the kids", or in later life.

Here power and parks add millions of dollars annually to our provincial economy. Indeed, it may appear somewhat presumptuous of the Tourist Industry Committee to make recommendations for further development or improvement. Nonetheless there are some areas in which there is unrealized potential.

### Historical Development

Priced to the visitor, as they are, well below many of the man-made and somewhat side-showish attractions, the restored and preserved historical fortifications and pioneer buildings along the Nigara frontier, however, are not used as colorfully as they might be in telling the story of Canadian-American relationships.

All the way from exterior signing to interior display, these historic structures could profitably use the degree of interesting interpretation which has been brought to Upper Canada Village and to Fort Henry. Many of the federal historic plaques need cleaning or replacement with more meaningful texts; road signing in respect to historical attractions could be improved; historical site tours with single, overall admission prices for both individuals and for groups could be considered. Reproductions of the Crown jewels, the museum of antique cars, waxworks, or a collection of Ripley's "Believe-it-or-nots" should not command higher admission prices and better promotion than historic Fort Erie, Fort George or the buildings which have come down to us from the days of John Graves Simcoe.

In this connection, it would appear that much more might also be done within the Niagara Parks Commission area to publicize other historical attractions both along the border, east and west, and inland. Niagara is but one point in our relationships, military and otherwise, with the United States, and the entire story from the 17th to the 20th century, visually presented in print, photograph and diorama, could serve not only as a substantial aid to international understanding but provide a tourist target which would pay for itself many times over in the years ahead.

Here again the talents of the interpreters at Fort Henry and Upper Canada Village, and of the historical branch of the Department of Tourism and Information, might be of assistance to the Commission. Indeed, a good case could be made for a closer integration of all public historical park agencies within Ontario as they might build upon the experience and attractions of one another. The St. Lawrence Parks Commission reports through the Minister of Tourism and Information. The Huronia project comes directly under the same Department. The Niagara Parks Commission, however, appears to be largely autonomous.

### Canadian Emphasis

Much has been said in the press and at public meetings of the Tourist Industry Committee about the alleged failure of the provincial Parks Commissions, and in particular Niagara, to give sufficient emphasis in souvenir merchandising and other related aspects of promotion to "made-in-Canada" themes.

This Commission is by far the largest single public buyer and seller of tourist souvenirs within Ontario. Its total sales at retail exceed $1 million annually. No small proportion of these have in the past been imported, in whole or in part.

This policy was defended on the ground that the higher markups thus available contribute in no small degree to the profits which permit the Commission to sustain its total parks operation, and also on the ground, as voiced by the Commission's former principal buyer, that so many Japanese, German and other foreign souvenirs are more colorful and saleable than their made-in-Ontario or made-in-Canada counterparts.

The Committee found it difficult, in the light of the general financial position of the Commission and its role as the prime show park of the province, to accept these contentions.

The volume of tourist patronage at Niagara Falls and the general character of merchandise displayed in private outlets, would appear to warrant a public policy of stressing to a much greater degree made-in-Canada souvenirs.

The Committee noted, for example, a decided absence of made-in-Canada, print souvenirs in the historical field. These can be tailored to the child buyer or to the adult wanting to spend only 25 or 50 cents, as well as to persons prepared to pay casebook prices.

In brief, the Committee recommended that the entire souvenir buying and merchandising policies of the Commission be reviewed with the objective of placing a much increased emphasis on products made in this country, and, indeed, in Ontario.(1) The economic significance of this aspect of the tourist industry is illustrated by the 1963 findings of the Canadian Government Travel Bureau that "about one dollar out of every eight spent in Canada by the long-term (average of 10 days) vacationer is for a remembrance of some kind. The total spending on such items from all travellers during any recent year must be in the tens of millions of dollars."

### Merchandising the Province

Niagara Falls is, for literally millions of tourist visitors from other lands, the gateway to Ontario. And its many pleasant parks and beautiful gardens make it a most pleasing gateway.

But it is not a parks development which belongs to Niagara alone. It is an investment made by all Ontario through its power system, and one which should work to bring the benefits of the tourist to as many points as possible throughout the province.

Yet within the parks area are few displays and little literature pointed to tourist attractions farther inland. This is obviously not by design because everywhere in the Niagara region spokesmen for both public and private authorities concede that such a program of show-window merchandising would be good for everybody. The problem is simply that it is yet to be initiated.

At Niagara, at Upper Canada Village, at Algonquin Park and at other major attractions where tens of thousands of tourists regularly congregate, there may be room for "Ontario Houses", information centres which, through photographs and other visual and motion picture aids, tell what the rest of Ontario has to offer to the visitor.

Sections of the former Oakes mansion at Niagara, might have been; or might still be, used for such a purpose, or suitable quarters might be found nearer major traffic points. Such an investment of public funds might well lead to greater provincial tourist dollar revenues than some of the border information centres.

And if there is not found another, better use for a part of the Oakes mansion, one suggestion has been made that it be made available at nominal rentals for persons wishing to sell through it, and, perhaps make on the spot, a variety of native handcraft and souvenirs.

### Public Relations Programs

Within the immediate region, the attractions of the Niagara Parks Commission are perhaps so well known they do not need to be "sold". The Committee did feel, however, that there are still substantial gaps in the field of overall tourist publicity.

Seldom in the international travel pages of print media does one find these days pictures or stories about Niagara Falls with new angles or "news-pegs". Surely this is an area in which the Niagara Commission can work on behalf of Ontario's tourist trade generally.

And many are these "news-pegs"! In 1964, for example, there occurred the 170th anniversary of the legislation restricting slavery, initiated by John Graves Simcoe at Newark (Niagara-on-the-Lake). Canada was the second country to introduce such a human bill of rights. Has Niagara properly capitalized on the fascinating story of Surgeon-General to the French court, Francois Gendron, and les Pierres Eriennes, Europe's and Canada's first known cure for skin cancer, found in the 17th century at the foot of the Falls? These are only two examples, but from the manifold attractions of the Niagara region can come sufficient newsworthy stories and pictures to keep this aspect of Ontario's tourist attractions constantly to the fore. In no way does the committee wish to imply that nothing has been done in this field of endeavor. Far from it. It merely suggests that an expansion of such would be a profitable investment.

### Survey of Potentials

Periodically it would appear wise for each such public body as the Niagara Parks Commission to bring in an outside agency to review its present policies and procedures and its forward planning.

To some extent this might be accomplished if there was a greater interdependence and exchange of ideas between existing parks authority personnel and a start toward this has been made recently by an exchange of visits between the members of the St. Lawrence and Niagara Parks Commissions. However more is needed.

Among the areas such a survey agency might explore, in addition to those listed already, could be the following:

(a) The degree to which expansion of commercial accommodation, and even residential housing, should be permitted along the Niagara Parkway system, especially in the area between Niagara Falls and Fort Erie.

(b) Whether even the recently increased fee structure of the Commission-owned golf course is adequate, having in mind rates for comparable private facilities in effect in New York State and the Niagara Peninsula.

(c) What further provision, if any, should be made in the Niagara Falls region for trailer and tenting parks.

(d) To what extent the eating facilities currently operated by the Commission should remain as public agencies, their degree of profitability, and whether the emphasis within such should be designed to promote further interest in, and sale of, the products of Ontario farms and orchards, with special reference to the sale of food souvenirs within such eating places.

NOTE: Further information on the Niagara Parks Commission's activities is set out in Appendix C, page 88.

---

(1) Much of this recommendation has already been accepted.

*Kingston's Fort Henry draws thousands daily*

CHAPTER 23

# Window to the East

**The tourist facilities of the St. Lawrence Parks Commission are being undersold. Highway directional marking has been inadequate. A stronger public relations program is needed. Regional tourist promotion should be initiated. Souvenirs could be more closely tied to local historical themes.**

**Ontario has a great asset in the parks system and its outstanding historic sites. Annual attendance can grow rapidly if given proper promotion.**

Visitors coming into Ontario from Quebec and from the northeastern United States soon find themselves within the parkland created by St. Lawrence Parks Commission.

It is a show window to the east of which the entire province can and should be proud. From a drowned river valley have emerged a series of day parks and overnight camp sites; attractive swimming, fishing and boating facilities; and historical attractions which will, in years ahead, attract literally millions of tourist visitors.

On the park development, itself, the Tourist Industry Committee has few suggestions save to say that, not only in the region itself, but throughout Ontario, and in the adjacent provinces and states, it is substantially under-advertised. We are too modest about this entire recreational facility, stretching as it does from east of Cornwall to the Bay of Quinte. The MacDonald-Cartier Freeway must lead people into, as well as by, its manifold attractions. To this end more informative and more frequent highway signing is needed.

More intensive merchandising in the Montreal region of Quebec and in the adjacent areas of New York State of the Commission's trailer, tenting and marine facilities would also appear desirable in the light of the relatively less available competitive facilities in those areas. Already there is evidence that a substantial number of Quebecois are making use of the parks system for regular weekend holidays, a situation which will undoubtedly expand with the improvement of the eastern portion of the highway route from Montreal. In this connection more bilingual marking would seem desirable.

Eighteen holes of the Commission's golf course between Cornwall and Morrisburg have been completed for 1966 use. It may well prove an economic addition to the park complex. It is hoped, however, that the daily fee structure will prove sufficiently high to provide a reasonable return on investment. The course should not be viewed merely as an additional, government-subsidized attraction for local residents.

### Two Prime Attractions

In the major historical attractions of the region — Fort Henry, originally rebuilt by the Department of Highways and now operated by the Commission; and Upper Canada Village—the province has two prime tourist targets.

While Fort Henry has yet to make an internal profit on its operations, perhaps largely owing to the relatively high cost of the Guard of university students, it has been of decided economic advantage to the entire Kingston region and has led many a tourist from south of the border to explore further into Ontario's countryside.

Over the years Fort Henry has been and will be a sound economic investment for the taxpayers and even today, given broader publicity, a somewhat tighter budgetary control in certain areas, and more imaginative souvenir merchandising, could become largely fiscally self-sufficient.

### Historic Houses

Partly because there is no other agency legislatively empowered to accept them, the St. Lawrence Parks Commission is falling heir, on behalf of the people of Ontario, to several historic structures such as the Fairfield Houses at Collins Bay and Bath.

No immediate decision has had to be made about their ultimate use, but it is hoped that they can, perhaps as public museums, provide further significant regional tourist attractions.

### Upping the Gate Receipts

Upper Canada Village is perhaps the outstanding jewel in the St. Lawrence crown. It has been generally well conceived and colorfully carried out, even if at times the initial capital outlay may have seemed overly heavy.

The problem now is to ensure a volume of patronage adequate to provide maintenance costs and, if at all possible, some return on capital invested. While there was a one year drop in attendance of 20,000 in 1963, the patronage trend in 1964-5 at the Village was again upward and total attendance at Fort Henry also increased.

There is always a tendency, in these circumstances, to seek ancillary and more diverse attractions and thus to appeal, theoretically, to a larger audience.

This, the committee feels, is not the way Upper Canada Village should grow. Its long run appeal will depend in large measure on maintaining the authenticity of its original creation and adding or expanding, slowly but surely, harmonious historical attractions. To build a "sample mine", a "steam railway exhibit", some form of live theatrical attraction, or winter sport facility, is liable to lessen rather than expand the appeal of what has already been created, wisely and at considerable public expense. Indeed the recent contract for a miniature train concession in what is an area devoted to historical conservation has already come in for some criticism.

The addition of an operating cheese factory, through which it is hoped a line of "Upper Canada Village Cheddar" can be introduced, and the new pioneer bakery offer more harmonious, and, given adequate merchandising support, potentially more economic expansions of the historical complex.

In this general connection, it is felt that much might also be done to further the sale both of ironwork made in the Village forge or in nearby blacksmith and foundry establishments, and of native textile handcraft. Too many of the souvenir items being offered are still neither made in Canada nor representative of the Village or the Fort.

Perhaps the next addition to the Village might be a pioneer print shop. Much of the equipment therefor is already on hand and the sale of print souvenirs of Upper Canada's early days offers a fertile and still virtually unexplored field. This, U.S. experience has amply proved.

As yet less than a million people, adults and children, have been exposed to the Village, and this in a region of the continent which has a population of over 72 million within one day's drive. The attractions of the Village require a full day's viewing and, if they are progressively expanded, it should not be difficult to build steadily to an annual attendance of well over 300,000 paid admissions. Indeed this may well be low.

## Additional Recommendations

Subsequent to a meeting with the members of the Ontario - St. Lawrence Parks Commission at Upper Canada Village, the Tourist Industry Committee submitted the following additional recommendations, a number of which are being acted on or are under study.

(1) In the light of the substantial investment by the province as a whole in the St. Lawrence parks system, should not information centres therein be used to make available, both through printed pamphlets and visual sales aids, information on other regional and provincial tourist attractions? These latter might include:

(a) Other historic sites within, say 100 miles, with special emphasis on points such as Williamstown. (Indeed it might be in order to put out through the Commission an inexpensive leaflet on points of historic interest within a half day's drive.)

(b) The provincial parks of eastern and north-eastern Ontario, their facilities, rates, etc. (This could be largely a photographic exhibit.)

(c) Visual displays on Fort Henry, Upper Canada Village, and the federal historic sites in the area, the RMC museum, certain Ottawa attractions, etc.

Other departments of government would have to cooperate, of course, and some additional structure might well be needed. But with an assured audience of over 200,000 people at Upper Canada, and a comparable audience at Fort Henry, such an investment would appear warranted.

In connection with local area tourist information, while it is recognized that one cannot either at Fort Henry or at the Village be expected to display individual private accommodation folders, it might well be that folders and information on private tourist services such as boat cruises, museums, etc., could be arranged without criticism or too much staff load.

(2) Promotion of Upper Canada Village and even of Fort Henry, to the transient tourist should be expanded.

Highway signing to the Village, Fort Henry, and the parks, both by the Department of Highways and via the Commission's own billboards, have been improved but could still be better. Area promotion could also be improved. For example, in cooperation with local Tourist Councils, place mats advertising major attractions could be made available, even on some subsidized basis, to district eating places.

Both at Fort Henry and the Village there is a fixed overhead cost. Every extra promotional dollar which brings in an extra $1.10 in admissions is, therefore, soundly invested.

At Tourism and Information centres at border crossing points in eastern Ontario, some visual displays of the two attractions may be in order, and it may well also be that some further exchange of promotional literature distribution between the Village, the Fort and other major historical attractions in the province would make good sense.

(3) In the public relations field, the Commission appears to be missing a number of rather sure-fire promotional bets. At the Village and at the Fort are attractions not only of international stature but of a natural international interest in respect of, especially, the United States. Pictures and stories should go out regularly to U.S. and Canadian publications on various aspects of these attractions. Most of the historical data is

*Waterborne Tourists at Upper Canada Village marina* readily available and the Commission has access to able professional guidance. Here are some examples:

(a) June 18th (near the start of each tourist season) was the day when President Madison declared war against Britain and while Fort Henry was never actually attacked, it played a significant role. The entire Crysler Memorial also, of course, ties in closely with the war of 1812-14.

(b) The extent of the naval craft on the Great Lakes in that war is a fascinating story in itself. Few people today realize that the Battleship St. Lawrence had a crew of 1,000 men, or that most of our fighting ships were built at Kingston.

(c) Fort Henry was built to protect that dockyard. The 150th anniversary year of the start of construction was 1963.

(d) One of the outcomes of the war of 1812-14 was the construction of the Rideau waterway. Based on the recommendations of the Duke of Wellington in 1819, it is a natural historical tie linking the Commission's work with the Trent and Rideau waterway tourist trade. Some visual displays might well be in order in the Museum of the River, and marina facilities throughout the St. Lawrence parks might be further publicized.

(e) In 1963 occurred the 125th anniversary of Montgomery's escape from Fort Henry which provides an interesting story "hook" on the 1837 rebellion.

Many, many more angles are available for news features which can be put together each year, and many of them have a logical link with United States friends to the south at whose travel pocketbooks we take aim.

Indeed, one might well prepare a series of photographic displays of the Village, the Fort and other regional points of interest for use as travelling exhibits in United States museums, libraries, etc., adjacent to the border.

A further outgrowth of this concept is the suggestion that, especially at Fort Henry, an effort should be made, as it should also be at Niagara, to portray graphically the story of U.S. - Canadian relations over the past 200 years or more. The forts at each point are excellent story "hooks" for such a purpose. By diagram, diorama, artifact and photograph such an exhibit could make a real contribution not only of more U.S. dollars to our tourist till, but in improved relations between our two nations.

### Public Relations Inadequate

The lack of even one full-time qualified writer-photographer on the St. Lawrence Commission staff has made it impossible to introduce even basic merchandising techniques. For example, a brief news item and picture sent back to local newspapers, radio and T.V. on groups visiting the attractions will "buy" literally thousands of added patrons annually. The "each one — teach one" philosophy is still sound. The best salesmen are those who have been there and are ready and willing to talk of their visit.

In this same connection, and in light of the prime role of the amateur photographer in tourist merchandising, at both the Village and the Fort much more attention should be paid to marking and developing the better camera "viewpoints".

As part of the program of school visits, the informational officer of both the Village and the Fort might well prepare, in conjunction with teacher groups, a report sheet or folder on which each child could record "findings" with prizes being offered annually for the best pupil essays, in various age groups, on "our visit to Upper Canada Village" or to "Fort Henry". A prize might go to the winning schools as well as the best essayists.

(4) More specifically, in respect to the Upper Canada Village operation:

(a) Willard's Hotel should either be turned into a living museum or should be solely a prestige dining room with furnishings, cutlery and menu to suit. The latter, of course, would feature dishes common to the period portrayed. The soft drink and sandwich concession should be moved away from this area. Dinnerware at Willard's might be of a design tied to the Village, and be sold at the souvenir shop. Menus might be expanded to give more history of the Village and the hotel, and more period pictures used on the walls. More good souvenirs of the period, some produced on the premises, other perhaps by regional women's institutes or commercial establishments, could be profitably merchandised.

(b) Eventually a briefing theatre for persons visiting the Village would be most desirable. Visitors, if they so wished, could thus be more thoroughly "set in time". General tourist promotion films for the province might be shown in the auditorium between briefing lectures. It is realized that such a project would involve a fair bit of money, but it would bring a better return in both cultural and tourist interest, and in dollars. It would, moreover, permit better traffic flow control. Periodic overcrowding of certain buildings now presents a problem.

(c) In the souvenir shops at the Village and at Fort Henry, increasing Canadian emphasis is noted although there is still some way to go. At least 90% of the goods displayed should not only be made

*Guided tours see Hydro power house at Cornwall* in Canada but be of a Canadian theme related to the establishments themselves. Printed booklets on the Village and Fort Henry should also be available for sale at 50¢ or less. Coloring books on Ontario historical themes might be worthy of exploration.

(d) The committee was pleased to note that expanded sanitary facilities have been installed at the far end of the Village and that pay telephones have now been placed in the cafeteria.

(e) While it is recognized that it is not easy to secure guides who are not only knowledgeable but able to communicate, it is felt that more attention needs to be paid to this problem at the Village. The whole project stands in immediate need of a researcher who is capable of providing more adequate labelling for many of the items now on display. This is particularly true of the tool and implement areas. And there is much to be said for bilingual marking.

(5) In respect to Fort Henry at Kingston:

(a) Explanatory talks of the guard-guides require frequent monitoring. College students slip into humor at times when they should not, and they should also remember that there are, nearly always, children in their audience.

(b) Labelling in the museum rooms can be expanded and improved as can the displays themselves. There is a fair bit of extraneous material. A scale model of the Fort could be used to good effect. The role of the St. Lawrence River in our history could be graphically portrayed.

(6) In respect to admission charges, the committee finds it difficult to support the present policy of absolutely free admission for children when most, if not all, of the latter have available adequate funds for soft drinks and candy bars. We must learn from an early age that good historical conservation is worth paying for. Other historical attractions in Ontario have not been criticized for a 10¢ to 25¢ charge for children.

(7) One or two day package excursions by rail or bus from major centres of population to the Village, and possibly the Fort, might also be further promoted. These could be aimed at school and church groups, and merchandised through chambers of commerce or service clubs.

(8) As a means of encouraging each visitor to bring back friends and family to the Village and the Fort, the Commission, on the suggestion of the Committee, is now providing annual season tickets on more or less the same basis as is used in the provincial parks system. One of the major problems today, in conjunction with Upper Canada Village especially, is that there is too much to see in a one day visit without contracting a severe case of what Robert Benchley used to call "museum feet". The season ticket approach can go a long way toward solving this problem.

---

NOTE: See also Appendix D, page 90.

## CHAPTER 24

# Roads to Tourist Resources

**Getting travellers off the freeways and on to the byways is good business and Ontario needs to work harder at it. The "shun-piker" is our most profitable tourist.**

**More informative road marking is needed, especially on local roads. Auto graveyards should be more adequately controlled. Provincial parks are not well enough marked.**

To get the maximum mileage from Ontario's tourist dollars, we must get the maximum mileage from our tourist visitors.

This means encouraging them to drive as many miles as possible, not only to "scheduled" points of interest but to as many previously "unknown" attractions as they can be persuaded to visit.

The car-borne visitor represents our major travel market; although the water-borne tourist, and the trailer-boater who travels in both elements, are growing rapidly in economic significance.

The Canadian Government Travel Bureau surveys list "sight-seeing" as by far the largest pursuit of our U.S. visitors and recommends that substantially increased emphasis be placed on directing tourists, at local levels, to points of scenic and historic interest.

Having in mind the substantial gasoline tax revenue arising from the "automated" tourist, and the desirability of spreading tourist spending as widely as possible across the province, among the prime objectives of highway policy should be the construction of roads into regions of yet-to-be-developed tourist-potential, and the maximum diversion of existing tourist traffic from thru-ways or freeways to by-ways. Indeed this may well be one of the most effective means of regional development.

### Tourist Viewpoints in Construction

Although perhaps not a typical example because of its extraordinary continent-wide publicity, the extent to which new roads contribute to new tourist industry development is well illustrated by the rapid growth of accommodation and service businesses along the recently constructed Trans-Canada Highway both east and west of the Lakehead.

The completion of the Trans-Canada route to accepted standards will probably do more for inter-provincial and international tourism, especially its eastward flow, than ten years of intensive publicity efforts. Not only is it an efficient way to travel through Ontario but, in many areas, its scenic appeal is outstanding.

Indeed it is to be hoped that scenic considerations will not be overlooked in future highway construction in this province. The extra mileage required to rim a lake or give access to an outstanding viewpoint is eventually paid for by the extra gasoline tax contributed by travellers who are then afforded added opportunities for sight-seeing and for taking home photographic souvenirs. The latter expose Ontario's tourist attractions to a constantly growing circle of potential visitors and provide one of our best advertising investments.

Directly fronting on our thru-ways and on our major two-lane arteries, however, are few tourist attractions which offer visitor opportunities to spend time and money. One has to get off the main roads. The "shun-piker" is potentially our most profitable, and often most satisfied tourist.

Any government-sponsored diversionary program must, of course, always be governed by considerations of safety and the realization that there are travellers who have specified targets and want to get there as fast as possible. But thru-ways need little or no advertising. They readily find their patronage. What we must merchandise are our off-highway attractions.

In so doing, moreover, we assist in distributing traffic loading more equitably and reduce, somewhat, the impact on "by-passed" communities.

### Diversions Often Preferred

All that is here advocated is that "automation" of the tourist industry be not extended to the point that the traveller is given insufficient information to determine whether his preference is for the extra safety, speed and often monotony of the thru-way or for the greater interest and somewhat greater hazard of the secondary roads.

In many instances experience has shown that the woman at the wheel, or driving from the back seat, will choose the route along which lie the charming old homes, the antique shops, the waterfront vistas, and the hotels, motels and lodges. Ontario taxpayers have a strong ally in each such woman and she should be catered to because she is in control of the tourist dollar budget.

### Direction to Resorts

While Ontario's motels and motor hotels have been expanding rapidly in number and in size, summer hotels, resorts and lodges have been in a much more static period. Motel growth has been healthy but, by its very nature, breathes transience. The resort hotel, on the other hand, caters to the longer-stay, higher-spending visitor.

Improperly based though it may be, there is a widely held belief among persons engaged in the accommodation segment of Ontario's tourist industry that some Department of Highways policies have too often tended to replace the end with the means. The excellent highways we have are not, of course, an end in themselves, but merely one means of aiding economic development, and in our total economic growth the tourist industry can be a most significant factor.

In none of the many public and private hearings conducted by the Tourist Industry Committee was there anything but praise for the high standard of highways being built in Ontario, nor of the general limitation on blatant advertising signs. What criticism there was centred around two areas — we need more highways sooner to expand our tourist traffic; and we need more informative signing, particularly in northern Ontario.

*Lake Nipissing Lookout near Callander*

### More Informative Signing

Safety considerations in sign limitations are vital. They must, however, always be secondary to making our highways work to build our province.

Signs must serve up sufficient information to give security of mind as well as safety of body. They must be adequate to ensure proper direction and to inform tourists of every worthwhile attraction to be found along adjacent auxiliary routes.

Fewer tourists than some highway engineers think travel by constant reference to road maps. Relatively few know everywhere they are going when they start out. Particularly is this true of "foreign" visitors to whom exploration of unknown country only becomes a real adventure when that exploration involves a reasonable number of surprises. Motor touring loses much of its challenge when it loses its element of adventure.

These views have been presented to the Minister and senior officials of the Ontario Department of Highways and have received and are receiving sympathetic consideration. Already, as will be seen from action listed in respect to the recommendations which follow, there is a rapidly growing awareness of the ways in which the tourist industry deserves and will receive expanded support from this department.

### Local Marking Inadequate

Indeed, if county and municipal authorities were as active in ensuring adequate marking and maintenance of tourist roads within their own areas of responsibility, the tourist industry would be in a much happier state.

Many a county council and city, town, village and township administration has yet to realize the substantial added revenue for their ratepayers which can stem directly from keeping the tourist touring in their area for an extra half day or two. And proper road markings, properly maintained, and local tour maps are at least part of the answer. This is a field in which local chambers of commerce could make their influence felt more firmly. It does little good for the Department of Highways to start a tourist off to an attraction if local road signs do not guide him the rest of the way.

### Fencing Auto Graveyards

There is perhaps a further aspect of municipal responsibility which is worthy of mention at this point. One enterprise in Ontario which should be hidden, fenced around, or otherwise controlled or concealed, is the auto graveyard and wrecking industry.

While municipalities have the right to control and regulate, or even to prohibit the use of any land or structures for storing used automobiles for the purpose of wrecking or dismantling them, it is not certain that the Department of Highways has the power to regulate wrecking yards even within sight of King's Highways and controlled access highways. It is clear only that the Highways' Improvement Act enables the Department to control access, structures, illuminated signs and the like, with a view to safety, within specified distances of highways and their intersections.

As these "graveyards" are too often blemishes on an otherwise beautiful countryside, and as municipal councils too often tend to be somewhat timid about regulating land use adjacent to provincial highways, it is suggested that the Department of Highways might be given the power at least to ensure that such yards are adequately fenced.

Here are some of the other recommendations made to the Department of Highways by the Tourist Industry Committee:

## A. Signing Policy

(1) *Municipal*

(a) It would appear desirable that signs indicating roads leading to communities off super-highways or freeways should be progressively altered to show distances to those communities. The passing motorist would like to know whether it is one mile or six miles to the community indicated. (The Department agrees. The necessary changes will be made as the signs affected need replacement.)

(b) There seems to be merit in a return to the policy of indicating not just one or two but three points ahead on highway directional signs. (Reduced legibility plus extra costs of over $200,000 are given by the Department as factors which outweigh potential advantages.)

(c) The abandonment by the Department of fingerboard signs at highway intersections within built-up municipalities in favour of municipal ownership and maintenance has led too often to improper care of such signs. It would appear that some review of policy in order to ensure better signing is desirable. (The Department agrees and will reassume responsibility for guide and fingerboard signs within municipalities.)

(d) As a means of acquainting motoring tourists with alternative highway routes and local and regional tourist attractions, the Committee feels that it would be wise to try out, on an experimental basis, the erection in existing or new parkettes of blow-up maps, say 4′ x 8′, behind glass or plastic. Responsibility for the erection of the stand would lie with Highways, but Tourism and Information might be responsible for the preparation of the blow-up map on one side and the local Regional Tourist Councils could use the similarly protected space on the reverse side of the stand to acquaint persons stopping in the parkette with other attractions in the area. Location of such at major turn-off points on thru-ways would be desirable, if economic. On the other hand, on freeways, for example, they could be erected in conjunction with the new gas station-restaurant-information centre facilities. (Three experimental units were erected in 1964 — in High Falls Park, north of Bracebridge on Highway 11: in Skyline Park near Haliburton on Highway 121; and at Long Lake Park, south of Cochrane on Highway 11. The Department has agreed to approve the use of area maps in conjunction with tourist information centres that may be provided at service centres on freeway systems.)

(2) *Provincial*

(a) It has been agreed between Highways and Lands and Forests that substantially improved highway signing should be introduced for provincial parks, fish hatcheries, and any other government facilities whose very nature makes them potential tourist attractions.

(b) Improved "welcome" and informational signs at international and inter-provincial border crossing points, possibly featuring blow-up regional maps of the type discussed earlier, as well as directions prominently displayed, to the nearest manned tourist information centre, are desirable. This recommendation is under study by the Department. (See sketch below.)

(3) *Resort Operators' and Individual Signs*

(a) There is apparently not too much support from resort operators for the symbols now used on resort information signs. They could, however, be a plus, even if not a large one.

(b) Persons offering overnight accommodation, and even day parks, ski resorts, etc., are strongly of the opinion that some revision in policy should be effected which would give them an opportunity of providing directional information on other than their most immediately adjacent provincial highway. It is realized that field billboards may be used for this purpose and that the formulation of specific policy recommendations is most difficult. It is hoped, however, that some solution may be found.

(c) In the north, on highways designated as bush country highways, requirements have been relaxed to allow the following:

(i) Field advertising signs of 120 square feet in area may be placed in front of the bush line but not closer than 10 feet beyond the property line. They may not be placed on the right of way.

(ii) Business identification signs of 25 square feet in area may be placed nearer to the right of way and in cases where they would be hidden from view of the approaching traffic by bush on the right of way may be placed on the right of way but in neither instance must they be placed more than three feet beyond the bush line.

(4) *General Signing Policy*

During construction periods, the Highways Department should retain in operation more of the directional and tourist attraction signs and on new, sparsely populated stretches of highway, some warning signs as to gasoline availability should be erected. (The Department agrees.)

## B. Roadside Parks

The Committee heard frequent criticism of lack of maintenance of toilet facilities in roadside parks. It is realized that there is no easy solution here, and that current policies require once-a-day checks. (The Department agrees that it will do its best to correct any current deficiencies in maintenance.) It is of interest to note that the Department of Highways now has on the average a picnic site for every twelve miles of highway and has a total in these roadside parks of over 3,850 picnic tables.

### C. Promotion Integration

The Committee feels that there is an opportunity for somewhat greater and more economic integration of promotion information services between Highways and Tourism and Information, especially in respect to pamphlets, maps, etc. A reorganization of Tourism and Information to provide improved services in this area is now under way.

### D. Miscellaneous

(i) It has been suggested that when the Department of Highways is opening up a new route which borders on lakes that, when the land is being acquired and roads prepared, some provision might also be made for launching facilities for private craft at the point where the highway property touches the water. This is a suggestion applicable particularly, of course, in the North and one which merits further study.

The Department initially replied as follows:

"The basic purpose for roadside parks is to enable motorists to enjoy a short break from driving or to have a picnic, or in some cases to have a swim. Boat launching ramps would, in many cases, spoil these parks for their primary use because:

(a) They would tend to become parking lots,
(b) Swimmers would be endangered,
(c) The problem of overnight camping would be aggravated,
(d) Extra supervision and maintenance would be required.

"Furthermore, the cost of providing permanent ramps and parking areas would be quite high. Utilization of portable ramps would also be too expensive because of the annual installation and removal costs. It would be difficult to determine where the line should be drawn with respect to the installation of boat ramps. Undoubtedly the Department would be requested to make installations at all new parks and at countless sections where lakes and rivers adjoining our highway where no parks exist at present. In some areas, the Department would compete with private tourist operators who provide boat ramps, parking, etc., at a fee. This could seriously affect the revenue of such operators".

## CHAPTER 25

# Sanctuaries for Human Beings

**Ontario leads most jurisdictions in North America in parkland per capita. Over nine million visits are recorded annually in the province's 90 parks.**

**Over one-third of the campers using Ontario's parks hail from outside the province.**

**We are only beginning to charge enough for the excellent facilities offered and federal park rates are even less economic.**

**Ontario needs a long-term provincial park land-use priority plan to get other investors, private and public, into the business.**

Two decidedly different but related aspects of life, the philosophic and the economic, come together in Ontario's park program.

"The right to be alone (is) the most comprehensive of rights, and the right most valued by civilized men." So, in 1928, wrote United States Supreme Court Justice Louis Brandeis.

Canadian author and outdoorsman Gregory Clark has predicted that sanctuaries for human beings will soon be just as necessary as public preserves for birds and animals.

More and more individuals, and family groups, are seeking relief from congestions of people and of pavement. And there is a growing awareness that the ability to understand and commune with nature, in all its forms, is an essential part of living.

As civilization, so called, crowds in around man in his working world, he tends to seek in his leisure hours what he considers to be uncivilized, or at least undefiled, nature.

In a recent issue of "Better Camping", L. Remick had this to say:

"John Muir (whose fame is linked to the California Redwoods but who was one of Ontario's pioneer naturalists) once wrote that most men are on the world, not in it. This is especially true today. Man has somehow lost his intimate association with the life-sustaining flow that is nature . . .

"The shy wildflowers are overlooked as men speed by in their noisy automobiles. The ever-fascinating miracle of the change of seasons is only endured as an inevitable human nuisance. Men do not know, but desperately need, the quiescence that dwells as one's constant companion in the wilds . . .

"Man must seek a place to renew himself. For some this place will be a snow-covered cabin in the woods; for some a quiet path in a woodlot near home. Not all can escape forever, or even for a season, the din of the city and the press of daily living. But all of us can seek a place to watch and feel the calming flow of wind, water, trees and creature sounds."

It may not be easy to isolate this motivation in the public demand for tourist recreation in parkland areas, but it is nonetheless there. And it is growing steadily in every part of the world.

The tourist resort operator who looks enviously at the expanding camper and trailer patronage of the parks of Ontario, public and private, and complains of "cut-rate competition", often fails to recognize the fundamentals of this world-wide back-to-nature trend. The attraction of most of this province's rapidly expanding nature park facilities lies in their beauty, simplicity, and their decided difference to the day by day living pattern of their tourist patrons.

The government of Ontario, through its Lands and Forests Department, has kept pace with public demand in most areas. Its 90 parks(1) now open have a total area of close to 3,700,000 acres and a further 270,500 acres are incorporated in areas reserved for future development.

By the end of 1964 Ontario's residents owned about 3/5ths of an acre of parkland per capita through their provincial government alone. When one adds to this figure municipal and conservation authority parklands and private park areas, Ontario leads most North American jurisdictions. The Canada-wide average is some 1.5 acres of parkland for every man, woman and child, and the U.S., under one-seventh of an acre.

### Park Visits Over Nine Million

In 1963-4, the last year for which full statistical information is available, the number of park visits, as reported by the Department of Lands and Forests for provincial parks alone, totalled 9.2 million, an increase of 8% over the preceding year. Some 890,000 persons camped in the parks, an increase of 6% over the previous year.

Impact of this phase of tourism on the provincial economy can be gauged from the fact that Ontario government parks, scattered as they are throughout the entire province, attracted in 1963 some 245,000 U.S. campers and some 55,000 from other provinces, that is a total of 300,000 out-of-province parkland tourists as compared with 540,000 from Ontario itself. The number of trailers accommodated in the provincial parks in 1963 was close to 49,000.

From 1956 to 1963, the number of provincial parks providing camping facilities increased from 21 to 75; the total camp unit days from 66,000 to just under 600,000; and the percentage of total patronage by out-of-province visitors from 28% to 36%.

The average length of stay, however, remained almost unchanged at 2.8 days although, from 1956 to 1963, the total number of camper tourists rose from 87,000 to 840,000 or nearly tenfold. In 1962, for example, 55% of all permits issued were for one day stays.

### Statistical Analysis Skimpy

While these figures are significant in their overall trend totals, a preliminary examination of the statistical reporting methods of the Department of Lands and Forests indicates that a more systematic and comprehensive method of detailing patronage could materially assist the government in forward planning. For the major investment we have in our provincial parks system, we still know too little about the market we are trying to serve.

To give but one example, little analysis has apparently been made of trends in trailer accommodation demand, not only within the parks themselves but nationally and internationally. No attempt has been made to determine average length of stay for trailer dwellers. This is a segment of the tourist industry which has too often been pushed into an economic backwash by persons who believe that the invasion of public parks by trailers is somehow undesirable. If the provincial government is to move toward putting its park system on a pay-as-you-go basis, at least in respect to annual operations, it should be devoting more effort to analysing both its product and its market. The parks planning branch of the Department of Lands and Forests has not been staffed to keep pace with the explosion in parks acreage.

### Under-Selling Tourist Values

If there is one other criticism which can be justifiably levelled at the provincial parks system, with particular reference to tourism, it would be that Ontario has been underselling itself.

Ontario's parks are among the best in North America. For a $5 annual fee, a windshield sticker is given to a car which permits the driver and its occupants to visit and picnic in all of the provincial parks as often as they wish in any one year.

The person who visits a park once pays $1 for his car and family. Camping costs $1.50 per day or $9 per week, with a maximum limit of 28 days. This covers camp sites, fireplace, wood, drinking water, toilet and beach facilities. In some parks, boats may be rented and bait and groceries are available.

Until last year the provincial government has been falling short of meeting even its bare operating costs in these provincial parks. Its capital budget is of course, substantial and no provision is made for interest on the total investment.

Until 1965 the annual fee was only $3, per diem visit charges 50¢, and daily camping charges $1. The 1965 increases were introduced after recommendations were submitted by the Tourist Industry Committee.

Revenue from parks last year was $1,254,967, as follows:

| | |
|---|---|
| Concession rentals | $ 84,125 |
| Vehicle permits | 554,097 |
| Campsites | 599,440 |
| Boats | 9,880 |
| Guides | 4,425 |
| Miscellaneous | 3,000 |

Expenditure on parks, not including consequential senior administrative and related costs or interest on capital invested, during the same period totalled $1,272,221:

| | |
|---|---|
| Improvements | $1,166,971 |
| Salaries | 91,854 |
| Travel Expenses | 7,996 |
| Maintenance | 5,400 |

Moreover, it would appear that some one-third of any tax-subsidization of park facilities goes to provide more economical vacations for persons from outside Ontario.

### Federal Policies Unwise

While Ontario park rates have not kept pace with increases in average family income, even more open to criticism is the federal park rate schedule which in some regions provides facilities absolutely free, or camp sites at only $3 per week. In days of large federal deficits, this subsidization of parks is difficult to understand. In the St. Lawrence Parks system, for example, while the Ontario government charges for its camping, swimming and picnicking facilities, the nearby federally-operated park and swimming area is free.

---

(1) Three were opened in 1965 and a further eight developed for later use. Involved in these 11 parks are over 27,500 acres. (See also Appendix E, pages 92, 93.)

One can argue, of course, that low public park vacation costs offer a most worthwhile "come-on" to foreign tourists, and, as such, must be continued. This, presumably, is the reason for the federal subsidization of such facilities. In point of fact, however, United States patronage has grown and will continue to grow substantially, and many of the park facilities in southern Ontario are close to over-use. In the National Parks, annual attendance has increased from 3.9 million in 1957-8 to 7.4 million in 1962-3 and the acceleration has been even more rapid since the completion of the Trans-Canada highway and in other areas where substantial improvements have been made in existing road systems.

Both Ontario and Quebec have chosen to develop their own provincial parkland rather than acquiring land and turning it over to federal authorities for development. Quebec has only a couple of hundred acres of national parks; Ontario only a little over 7½ thousand acres. Federal rate policy has undoubtedly been a factor in this decision.

The following table may be of interest as it contrasts the ratio in parks holdings between the federal and provincial governments:

| | Total Acreage | % Federal | % Provincial |
|---|---|---|---|
| British Columbia | 7,457,000 | 14.4% | 85.6% |
| Alberta* | 6,032,000 | 75% | 25% |
| Saskatchewan | 1,845,000 | 52% | 48% |
| Manitoba | 2,496,000 | 29.5% | 70.5% |
| Ontario | 3,708,000 | .2% | 99.8% |
| Quebec | 8,524,000 | negligible | 99.99% |
| New Brunswick | 52,000 | 98.4% | 1.6% |
| Nova Scotia | 254,000 | 97.6% | 2.4% |
| Prince Edward Island | 5,400 | 86% | 14% |
| Newfoundland | 1,992,000 | 5% | 95% |
| CANADA | 32,365,400 | 23.8% | 76.2% |

*not including the 10,880,000 acres in Wood Buffalo Park.

While the park development policies of Ontario and Quebec may seem similar in one respect, it should be stressed that Quebec has been largely content to date to hold its park areas in wilderness, while Ontario has been rapidly developing day-use and overnight facilities on a much more "civilized" scale.⁽¹⁾

*Trailer tourists are multiplying*

### More Federal Facilities

Until very recently some of the federal parks have provided more amenities to the camper and transient tourist than have Ontario's parks. The national parks administration has now announced a policy of prohibiting other than basic facilities in their parks and a strict limitation on resource development.

The problem of land allocation within parks as between the individual or family who want to commune with nature without benefit of "civilized" services and the trailer-camper, for example, who seeks a waterfront vacation site for recreation, complete with some method of sewage disposal, electricity for his appliances, and a fresh water supply, is not easy of resolution.

Certainly all tenters and trailer owners are not nature lovers. Many of them just want to get away on weekends from the phone, from normal routine, or to get the kids to water. These, too, deserve consideration and, perhaps even parks of their own, either privately built and operated, or publicly established without benefit of subsidy.

There may be two final areas in which the expanding parks program of Ontario is subject to some criticism, and they are related.

To date there is only limited evidence of the establishment, on an adequately wide inter-departmental basis, of priority planning in terms of park land acquisition. Here is a policy field in which population projections; forward highway construction; agricultural and reforestation needs; private tourist development; municipal planning, zoning and tax revenues; and many other considerations all have a direct bearing.

### Long Run Planning Needed

Ontario needs a long term provincial park land-use priority plan, however, not only because it makes economic sense for the government's own program, but because its formulation and publication could have the effect of generating much more private and municipal investment in parks and related recreational facilities. When a potential private developer doesn't know for sure whether a new provincial park is to be established within five miles of him in the next few years, he naturally — at least so long as public park rates are at their current levels — is loath to invest his own capital and, at the same time, to shoulder local property tax burdens.

Given a published plan of provincial park development for the next ten years — and this would not seem impossible if adequate staff were available — one might well see substantial private parks development and municipal initiative, under the Parks Assistance Act, stimulated.

---

(1) Since 1959 Ontario has established some 40 wilderness areas, the largest of which encompasses 144,000 acres around James Bay. Smaller areas, under 640 acres each, are found throughout the province.

# CHAPTER 26

# Basic Resource Development

**Crown land cottage development could be profitably accelerated, including serviced subdivisions, planned and zoned.**

**Regulations governing park operation should apply equally whether they are privately or governmentally operated and municipal park assistance might be expanded.**

**A white paper on provincial fish policy would be helpful. More Conservation Officers are needed.**

**Marine facility expansion may require a shift in the gasoline tax revenues.**

Under the jurisdiction of Ontario's Department of Lands and Forests lies much of the resource development responsibility which, over the years, will shape the destiny of the province's tourist industry.

In the course of the public hearings conducted by the Tourist Industry Committee a wide variety of subjects were raised but by far the largest proportion fell within the jurisdiction of this Department. To attempt to discuss each problem in detail would be impossible within the limits of this already lengthy report. Here, therefore, are the committee's recommendations, in brief.

### (A) Crown Lands — Cottage Development

In the light of the major economic significance of the cottager-tourist to the provincial economy, it is recommended that:

(a) the offering of Crown land for cottage sites in the northern part of Ontario should be accelerated.* (Department concurs.)

(b) point - of - sale advertising signs should be erected on available cottage sites together with more adequate signing, district by district, indicating to prospective purchasers where they may secure information on Crown land sites. (Department concurs.)

(c) the Department should consider the introduction, on an experimental basis, of planning and zoning restrictions on land use within new Crown land subdivisions and the possible provision of service roads, Hydro facilities and, where needed to service island sites, docks; all such added costs to be recovered by way of increased land prices for the properties benefitted and such matters as road maintenance to be covered out of provincial land taxes. (Department concurs.) Simultaneously, or perhaps as an alternative, private real estate developers, subject to adequate safeguards, should be allowed to submit plans and bids for fully-serviced development of a selected number of Crown land subdivisions.

(d) consideration should be given to pricing newly sub-divided lots on Crown land according to their relative individual desirability as a means of accelerating marketing, and lots now unsold for two or more years should be reviewed with a view to applying such price differentials.

(e) an investigation should be made of the merits of a regular program of advertising Crown land lots not only in Ontario but in adjacent provinces of Canada and in the United States, costs of such advertising to be included in the lot prices.

### (B) Private Park and Resort Development

It is recommended that:

(a) the Department should issue a statement of policy concerning the acreage of Crown land which may be acquired privately for park or resort development. It is generally believed that there is a current limitation of 15 acres as compared with the desirable minimum of 1,000 acres set by policy for public parks. In fact, larger acreages may be acquired but the available waterfront is normally limited to 1,200 feet. Long term leasing might also be considered. (Department concurs.)

*Ontario has more cottages than all the rest of Canada*

---

*All Crown land, for example, has now been sold in the eastern and southern Georgian Bay area, save for selected waterfront reserves.

(b) the policy of retaining for the Crown a 66-foot reservation along inland waterfronts after the adjoining land is sold for private development should be reviewed. This reservation not only makes it difficult to raise funds through mortgage financing, but makes it legally most difficult to provide effective control over access to beach areas in front of private resorts and parks. The Department might, however, continue to restrict building on such reservations.

(c) the policy of retaining for the Crown all timber rights on Crown land sold for private development should also be reviewed. While there are merits on both sides, there is much to be said for a private resort owner or cottager, for example, on aesthetic counts alone, having jurisdiction over what tree cover can or should be cut on his property provided standing timber is not entirely denuded. The Crown might restrict its interest to the pine species.

(d) assessment policy governing water lots throughout the province should be more uniform and be more adequately publicized. Exemption from taxation of cottage and commercial docks of under 25 feet in length would appear reasonable although this exemption might have to be broadened in times of low water. Under present practices, assessment appears to vary somewhat by region.

## (C) Provincial and Federal Parks

While the Ontario parks program was discussed in detail in the preceding chapter, the following recommendations would appear desirable:

(a) minimum standards for operators of private parks and resorts should apply equally to federal, provincial and municipal parks. (Department concurs.)

(b) offices in the provincial parks should be equipped with folder racks, and private tourist accommodation and service businesses within a prescribed area be invited to make use of them. This would also apply to regional tourist council publications, literature put out by Tourism and Information, Highways, etc.

(c) to expand patronage of other provincial parks, especially those which are more remote, it is suggested that at each provincial park there might be erected a map display indicating other provincial parks and major tourist attractions within say 200 miles of each park, or a greater radius in the north. This form of "cross pack merchandising" could be quite helpful in introducing tourists to new areas of the province. (Department concurs.)

(d) in the light of the steady upswing in demand for park facilities and the recognition that this cannot be easily met out of provincial funds, it is suggested that the present terms of The Parks Assistance Act be reviewed with the thought that there might be some relaxation of its more stringent provisions and that the $50,000 maximum might be raised. This might reduce the demand for provincial authorities to build and operate smaller, localized parks. (Department concurs.)

(e) with the pressure on privately owned and public beach front in southern Ontario creating an increasing number of legal and public relations problems, early action should be taken to expand the number of provincial park lands in the Muskoka region. (The Department of Lands and Forests has recently acquired 1,000 acres for a provincial park at Arrowhead Lake, three miles north of Huntsville.) It is realized, however, that making such large acreages exempt from taxes poses real problems for the remaining taxpayers.

(f) winter recreational programs in provincial parks should be accelerated. (Underway.)

## (D) Fish and Game

The Tourist Industry Committee lays no claim to expert knowledge in this field and can only make suggestions based on its findings at public hearings, on briefs submitted, and on its conversations with members of the Department.

The following proposals, however, appear to have some merit:

(a) To make more effective use of this resource of our tourist industry, greater effort should be made to advance the dates of publication of seasonal hunting and fishing regulations. (Department concurs.)

(b) Much of the criticism directed against government in the field of fish management is based on lack of adequate public understanding of policies and the way they are working out in practice. There appears to be a need for a considered public statement of Ontario's overall fish policy, including the present and future objectives of research and management, the relationship between commercial and sport fishing, the role of closed waters and seasons, the hatchery and pond raising programs, etc. (Department concurs.)

In any such public policy statement, it is hoped that, considering purely the economics of the

*Population pressures call for longer term planning* situation, it would be made clear that commercial fisheries would not continue to be permitted indefinitely in any area where game fishing, related to the tourist industry, is being adversely affected. In this connection, and in large part to improve area public relations and allay the charges of visiting fishermen that commercial operations are seriously depleting the pickerel or walleye population of the region, the Department might consider financially assisting commercial fishermen, especially in the North West, (Lake of the Woods, Rainy Lake, Lake Nipigon, etc.) to convert, wherever practicable, from a gill net fishery to impounding gear. The potential beneficial public effect on the tourist industry can hardly be over-emphasized.

As an alternative the Department might consider an acceleration of its retirement or consolidation of commercial licences through public purchase, and perhaps institute, on a two or three year experimental basis, a closed commercial season on pickerel in parts of the Georgian Bay and the waters mentioned above. A ban on commercial fishing during the spawning season would at least appear to be "worth a try" until biologists are more agreed on the full implications of current policies.

(c) It appears that the number of Conservation Officers on strength may be too limited for effective enforcement. This situation seems general, but perhaps more acute in the Lake of the Woods and Rainy Lake areas. Allegations have been made that because of the lack of enforcement in these areas there is illegal export of game fish by aircraft and fast power boats. It is realized that much of a Conservation Officer's time is spent on fish and wildlife management; enforcement, however, is one tool of management. More use of this tool should be made and public regulations should be stated as clearly and simply as possible. (Department concurs.)

(d) There has been some criticism of the Department's fish stocking program, the view being that not enough is being done. The Committee realizes there is considerable research necessary on a given body of water before any logical stocking program can be carried out. Research might be speeded up through the staff increase suggested above. Sport fishing is an integral part of the tourist industry. (Department concurs.)

*Fish hatcheries can tell a story*

(c) The system of establishing fishing and hunting licence issuers might be revised to make licences more readily and more equitably available. It is suggested that every licenced tourist operator be given this opportunity on the following basis:

The operator to buy for cash from the Department as many licences as he may need. He would pay the Department the cost of the licences less the issuer's commission. This arrangement would simplify present accounting procedures and remove the need for the issuer to file regular returns to the Department. All that would be necessary would be for the issuer to return unsold licences at the end of the fishing or hunting season for a refund. This technique could be applied to all issuers in the Province if desired. The present system of licence issuing in some instances has the effect of providing short term working capital for the authorized agents.

(f) A greater effort should be made by the Department to advertise and promote fish hatcheries, tree nurseries, seed plants, etc., as tourist attractions. They have a real potential appeal to the tourist and would often keep tourists in a particular area a day or so longer. Such stop-overs not only contribute to the economy of the area but, more important, do a worthwhile job of conservation education. (Department concurs.)

(g) Further promotion of our moose and goose hunting is considered desirable, subject, however, to the availability of satisfactory accommodation in the Hudson and James Bay areas. As long as the moose population continues at its present level there appears to be little reason for not stepping up the promotion of this sport. To this end an experimental downward revision in the current non-resident "moose" licences might be worthwhile. This area of tourist interest attracts many United States dollars and the current $100 plus fee seems a bit high, even if it does cover most other big and small game.

The Department might even consider a basic licence fee for the privilege of hunting and an added charge when an animal is bagged, the "African safari" technique.

### (E) Marine Resources

At the suggestion of the Tourist Industry Committee, the Department of Lands and Forests, through the Surveyor-General's office, has compiled a directory of facilities and facility "gaps" in Ontario's waterborne tourist industry. It will, it is hoped, form a basis for future action.

In constantly increasing numbers trailer-boaters are reaching into our inland waters. In these and in our Great Lakes, larger rivers and lake and canal systems we have a recreational potential as yet only slightly tapped.

It is vital, however, that we make available for these tourists an adequate number of safe harbors, picturesque "gunk holes," island parks for picnicking and overnight anchoring, and, on our inland lakes and rivers, proper dockage and launching facilities.

In parts of Ontario the marina is already rivalling the gas station in economic importance, and it may well be that some portion, if not all, of the provincial tax on marine gasoline should be retained to cover public investment in more adequate channel markings, better launching ramps, improved public docks, and an expanded policing to ensure compliance with the rules of the water road.

The move of the provincial government to limit further sales of Crown land bordering the Great Lakes until long range plans are formulated for serving the waterborne tourist is sound. But it is only a beginning.

In this connection these excerpts from the statement made to the legislature on February 20th, 1963, by the Minister of Lands and Forests are notable:

> "There are approximately 3,300 miles of Great Lakes shoreline in Ontario; half of this shoreline is located in the southern part of Ontario, south of the French River.
>
> "A little over one-third of this total frontage is in the ownership of the Crown.
>
> "The shoreline from the southeast corner of Georgian Bay to the Quebec border on the St. Lawrence, that portion of the Great Lakes fronting the most densely populated parts of Ontario, is approximately 1,435 miles. Other than parks, there are no useable public beach lands in this area.
>
> "Apart from the Niagara Parks and St. Lawrence Park and the Georgian Bay (National) Park, and small municipal or private parks, public access to Great Lakes waters in Southern Ontario is provided only through the provincial parks of Ontario.
>
> "On Lakes Huron, Erie and Ontario, the water frontage in the provincial parks is approximately 25 miles, representing 1.5 per cent of the shoreline in Ontario south of Georgian Bay.
>
> "Beaches in provincial parks now used by the public total 30 miles on the entire Great Lakes shoreline, slightly less than 1 per cent . . .
>
> "The beginning of this 20-year shoreline and parks acquisition program has been announced . . . Increasing population and industrialization make it imperative that this program be pursued immediately if we are to meet future requirements for parks and recreational facilities.
>
> "This year we are undertaking a survey of our marine resources in conjunction with the federal government, including safe harbor, breakwater and dock facilities, channel markings, shore parks, launching ramp facilities, and so forth which should attract more pleasurecraft to Ontario."

*Jones Falls on the Rideau attracts many cruisers*

There is still only limited evidence, however, that the federal Department of Transport, which has jurisdiction over, and responsibility for, all navigable waters within the province, is placing a like emphasis on the contribution to our economy which can come from this segment of the tourist industry.

It is true that substantial sums are being spent to improve canals and locks on the Trent, Severn and Rideau waterways, that pleasurecraft are now being more regularly inspected through the R.C.M.P. in some areas and the provincial police in others, and that the Hydrographic Service has materially improved its mapping and marking.

In many areas under federal jurisdiction, however, the small boat owner has been considered primarily a nuisance. Historically the role of the Transport Department has been to provide service to the commercial shipping industry. It is, therefore, quite understandable why the advent of tens of thousands of pleasurecraft has confronted the officials of that Department with problems which the traditional machinery of the federal government was never designed to solve.

The statement in August, 1965, by the federal Prime Minister that his government was now prepared to invest substantial sums on the provision of facilities for pleasurecraft where there is economic qualification and a firm commitment from local interests to build shore facilities is, however, a welcome shift in emphasis.

It may well be that the provincial government will, nonetheless, in the not-too-distant future, have to assume a larger measure of marine development and enforcement responsibilities, and, presumably, at that time also assume at least a substantial part of the four cents per gallon in tax revenue which currently goes to the federal treasury.

One must admit, however, that the literally acres of larger cruisers which one sees in the marinas around Detroit and Chicago, and even around Lake Simcoe, are sometimes not as productive of gasoline tax revenues as they are of excise levies on beverages. The majority of gasoline taxes are paid by outboard owners.

Surveys have shown that many of the larger vessels seldom leave their respective slips. Ownership of a cabin type boat appears to be considered by many persons as a mark of distinction. A "weekend on board" is a conversation piece. The cabin boat in reality is the family summer cottage. Boat owners and their families soon become acquainted with their boating neighbors. When a short run is suggested, one boat will carry all in the party interested.

A few years ago, for example, the City of Detroit decided a Municipal Marina was required to provide for visiting boats and to attract business to its shopping areas. A marina was built which includes 273 slips. Rental was on a daily fee basis to ensure that the intended use would be fulfilled — to serve itinerant craft. After a reasonable time it was quite apparent the facility was not contributing to the business area and was, in fact, an unnecessary investment. The only way to make it self-liquidating would be to rent the space on a monthly or on an annual basis as the demand might exist. This action was taken and almost all slips are occupied by permanent tenants. Approximately forty are held open to satisfy visiting craft and these are not always filled. There are no petroleum service facilities provided and, according to the authorities, there is not sufficient demand to warrant them.

In Metropolitan Toronto, most pleasure boats are accommodated through seven yacht clubs, three sailing and canoe clubs, a commercial marina, and a commercial boat yard.

These provide approximately 750 boat berths which are filled to capacity by club members. There is very limited room for expansion but there is no immediate demand for increased facilities.

The Metropolitan Toronto Parks Board has provided approximately 100 slips about the islands and these are kept exclusively for visiting craft. Only limited use is made of them, and in 1963, for example, there were reportedly only three days when there was any apparent load placed on this service.

### (F) Miscellaneous Recommendations

(a) Some review is indicated of the provincial assessment policy which requires the collection of a municipal business tax on tourist establishments in organized municipalities and exempts from such a levy those establishments which often lie just across the river or lake in what is an unorganized township but which are served by comparable roads and other tourist-related facilities.

(b) There would not yet appear to be tangible results, in terms of the development of a commercial game fish industry, from the change in governmental policy to permit commercial farming in ponds of such fish as Rainbow Trout. Most such trout still seem to be coming to our restaurants from Scandinavia. Some further exploration is indicated. (Department concurs.)

(c) Additional publicity throughout the United States appears necessary if the full potential of the archer-tourist is to be realized in areas such as the Manitoulin and the Bruce. There are literally tens of thousands of archers in the United States who might be attracted to hunt in Ontario. Little, if any, use has been made of promotion in U.S. archery magazines.

(d) It would appear that more arboreta of native trees could be profitably established within our provincial parks both as tourist attractions and as a means of assisting in conservation education. There is, moreover, no tree museum, such as is found in Scandinavia, anywhere within Ontario. (Department concurs.)

(e) The experiment of issuing three-day non-resident fishing licences introduced in 1963 and continued in subsequent years appears to have merit. In 1963 there was an increase of 7% in the total number of licences sold and over $200,000 in the short term licences. It is realized that the latter pose an enforcement problem but the sales psychology to the tourist visitor is sound even if a whole family can legally fish off one $6.50 licence while the $3.25, three-day licences are for individuals.

(f) The proposal for the construction of a canal system along the French River to Lake Nipissing has been referred to the Department of Lands and Forests. Until such time as a means has been found of effectively stopping the lamprey eels in Georgian Bay making their way up any such system, however, biologists have opposed action to this end. Similar representations have delayed the introduction of the Big Chute lock linking the Severn system to Georgian Bay.

*U.S. archer tourists offer largely untapped market*

*Debarking at Moosonee, Ontario's Arctic port*

## CHAPTER 27

# Railroading Tourists to the North

**Ontario Northland Railway's cruise boat schedules need reorientation.**

**Package tours from the United States and Metro areas to Moosonee could be promoted in conjunction with the CNR. Historical sites at James Bay and a native handcraft centre would be valid tourist targets.**

**The James Bay Goose hunts are internationally attractive.**

Until relatively recently the Ontario government railway and associated transportation services had not given major attention to the development of its passenger tourist potential.

That situation has now changed and, while much of the needed merchandising to the travel market is still to come, very definite forward steps have been taken. In some of these, the recommendations of the Tourist Industry Committee have had a part.

Here are some of the suggestions which were put before the Ontario Northland Railway over the past two years.

(1) As the boat services operated by the Commission on Lake Nipissing, the French River, and Lake Temagami are finding it increasingly difficult to combine economically both freight and passenger services, it would seem that the latter should take precedence, with well publicized, more frequent, shorter cruises provided. If these do not attract sufficient tourist patronage to permit profitable operation, the Ontario Northland Railway should consider disposing of its vessels to private ownership.

(2) In the light of the unique tourist appeal of Ontario's sole "Arctic" port, the Ontario Northland Railway might consider the following:

(a) promotion through the Canadian National Railway of five to seven-day package tours to Moosonee, similar to the extensively patronized Churchill excursions, with side trips on the way to points of interest in northern Ontario. The Commission might not make much direct profit from such ventures, whose prime merchandising responsibility would have to lie with the CNR, but it would introduce many new tourists, especially from the U.S.A., to Ontario's north.

Until such time as more adequate permanent accommodation facilities are available for tourists in Moosonee, overnight accommodation might be provided in sleeping cars on serviced railway sidings. There are now periodically many more tourist visitors than beds to accommodate them.

The one day "Polar Bear Express" excursions from Cochrane to Moosonee, as recommended by the Committee, have proven an outstanding success in terms of tourist patronage.

(b) publication of a well illustrated, magazine-type tourist promotion piece, perhaps entitled "The Faces of Moosonee and the Ontario Northland". It might be made available to tourist passengers on the Ontario Northland Railway, telling the history and geography of its route, the story of attractions along the right of way and, in particular, illustrating photographic potential among the Cree Indians of the Moosonee area. Such a promotion piece, moreover, could be used across the province for general tourist promotion of the north, and could be supplemented by signs identifying interesting viewpoints erected by the ONR along its line.

(c) the development of historical attractions at Moose Factory, water transport thereto, and of a handcraft souvenir store at Moosonee. In respect to the museum at Moose Factory, the Ontario Department of Tourism and Information initiated preliminary work in 1965. The rehabilitation of one single aspect (e.g. the blacksmith's shop) would not be adequate to draw sufficient tourist interest, but at Moosonee and Moose Factory it might well be possible to tell, through proper display, the story of the Cree and Eskimo cultures and the role of the Hudson's Bay Company in trade. One of the older ONR lodge buildings might be developed into a handcraft display and job centre. The Povungnituk Cooperative of the East Arctic, for example, might welcome such an outlet for their work. This would require some cooperation with the Quebec Government and the Roman Catholic mission of the East Arctic.

(3) Cooperation with other lines in promoting a fish-by-rail tour of more remote waters along the railways in the north, with sleeping cars and a combined

baggage and recreation car used as a transient headquarters, could have appeal, especially for groups of anglers who do not wish to use fly-in facilities.

In all the foregoing, however, it must be granted that rail traffic along the whole length of the Ontario Northland Railway is not the most attractive prospect for the average tourist, even if one can secure without charge at the northerly limit a bottle of "honest Arctic water" for peddling to friends and neighbors down south. The long-run tourist potential of the north-easterly portion of the province is more likely linked with air transport. From the air, the beauty and ruggedness of the country can be more readily seen and its monotony palls less. Development of a land air base at Moosonee, with federal and provincial participation, might be the best single contribution which the ONR could make to the development of the entire region.

Guided tours down the waterways of the north to James Bay also offer tourist potential to the more venturesome, but the shortness of the season, the character of the rivers, the relative isolation of the area and the extent of the fly population combine to limit appeal.

The James Bay Goose Hunt, however, continues to grow in patronage, and presents one of the province's most exotic tourist appeals. Coupled with the northland's lure to the moose hunter, it enables the ONR, in cooperation with private airways, to offer to adventurous tourists the world-over a unique experience and one which will, in the years ahead, make to the Ontario economy an expanding contribution of travel dollars. In a very real sense both the Canada Goose and the Ontario Moose can supplant the lion as the symbol of game hunting to the foreign tourist. And we have both the geese and the "meese" in merchandisable quantities.

*ONR's "Chief Commanda" at North Bay*

## CHAPTER 28

# Government's Role in Tourist Promotion

**Both the budget and the personnel of the provincial tourist promotion agency need strengthening. Research should be expanded. Programs should be more regionally based.**

**"Free" information services can secure a much better pay-off for dollars invested. Cooperative merchandising efforts need exploration. Inquiry handling should be specialized and automated. A semi-public historical trust is indicated to conserve historic buildings.**

While tourism is one of Ontario's biggest industries and one of the biggest dollar-earners for the provincial economy, few governments, no matter what their political affiliation, have made in its management or promotion any major investment of tax funds.

Although this is regrettable, it is not surprising.

The Ontario Department of Travel and Publicity, now "Tourism and Information", is one of the pioneers among government travel promotion agencies on this continent. Indeed, Ontario was the first provincial government in Canada to make the development of the tourist industry the responsibility of a specific department.(1)

But while this took place over twenty years ago, the Department, unhappily, has not yet had either funds or personnel adequate to the task. In part this is the result of the fact that the travel industry in Ontario has never been publicly understood or appreciated as a profit and job maker for the province. Nor has it been possible to organize any coordinated merchandising program encompassing all the public sectors, let alone the public plus the private.

Indeed the time may not yet have arrived where this is either economically or politically practicable, although the count down is certainly a lot closer.

The difficulty, of course, lies in the fact that while many legislators may recognize that a million dollar annual promotional and development budget for a billion dollar industry is far from adequate, no one yet knows how much is spent in terms of private dollars, where it is invested, how effective is that investment, and how much more effective it might be if some greater measure of coordination were possible between government-financed salesmanship and the promotional efforts of hotels, resorts, parks, petroleum companies, railways, buses, etc.

Because the government department concerned has had limited funds, its programs have necessarily been highly personalized. No small part of the role of the Ministers concerned has centred around the explanation of regulations and policies as distinct from the development of expansion offensives.

### Building on Research

Research into the basic potential of Ontario's and Canada's tourist industry, at a government level, has been, until very recently, miniscule, and even now is far from adequate.

---

(1) Nova Scotia set up a Public Information and Tourist Branch in 1926 and a year later New Brunswick established its Bureau of Information and Tourist Travel.

The fault certainly does not lie exclusively with government. The number of province-wide tourist associations which have made adequate market research investments, or even minimal investments in cooperative merchandising, can in Ontario be counted on the traditional fingers of one hand.

In many respects selling Ontario's tourist industry is no different from selling cars or any other consumer product calling for a consequential investment of funds. One has a multitude of dealers or retailers whose actions at the customer level can influence sales upward or downward, and one must eventually, if one seeks sales success, get them to follow some sort of a common merchandising line. The product is Ontario, and its multifaceted face of tourism. And some degree of centralized packaging, advertising, and marketing is an indispensable key.

Like the manufacturers of consumer products or services, the objective of Ontario's budget of tourist promotion dollars should be to generate sales at the lowest possible cost.

And as any experienced marketer knows, the first step is spending enough in research to know in detail not only what you are selling and to whom you are selling, but against whom you are selling. Then, and then only, do you start to package and promote your product, and then, too, you look for ways and means of getting maximum mileage in the publicity services which do not involve direct space cost.

### Two Prime Targets

The activities of the Department of Tourism and Information should be periodically evaluated in terms of what appear to be its two major objectives.

The first of these is the stimulation, through advertising, promotion and publicity, of travel throughout Ontario: (a) by foreign tourists, (b) by visitors from other provinces, and (c) by Ontario residents themselves.

The second is to aid the development within Ontario, through education and, where needed, legislation, of attractions and facilities which will not only satisfy the demands of the people of this province but which are internationally competitive. Each year more and more tourists, at home and abroad, have the world to choose from.

In these endeavors, the Department faces three major problems, to some facets of which reference has already been made.

(1) Throughout Ontario there is still no broad citizen awareness of, or identification with, the tourist industry. Yet every citizen benefits from tourism, and tourism is everybody's business.

(2) Ontario's tourist industry is a complex of many small enterprises in many diverse areas. Coupled with the lack of identification, this fragmentation makes it most difficult to secure cooperative promotion. We have not yet come to realize that the tourist visitor to this province thinks not locally but regionally. Regions which merchandise together, grow together.

(3) Tourism in Ontario is, and will continue to be, a seasonal business. When we recognize it as such, and tailor development plans to specific seasons, our varying climate can turn from insurmountable handicap to exploitable capital. But seasonal promotion is not within the economic capabilities of too many individual resorts, hotels or even communities. It demands regional investment.

### The Common Factor

The foregoing three major facts of tourist life in Ontario have one common factor — the indicated need to examine and stimulate travel on a basis closer both to the tourist and the industry which serves him.

One does not sell, one cannot sell, a province the size of Ontario as a single vacation package, any more than one can sell a family which has a two-week vacation a two-month holiday tour. Effective tourist merchandising is tied to time, to region, and to specific interests available within the limits of geography and time. Some of Ontario's past tourist advertising has, unfortunately, overlooked these fundamental facts.

### Move Toward Regionalism

These five steps are recommended for consideration:

(1) The Department of Tourism and Information should, as far as possible, administer and promote regionally. While some further sub-division may be required to meet specific local needs, it would seem practicable to adopt, at the outset, the ten regions into which Ontario has been divided for economic and statistical purposes and which use established counties and districts as building blocks.

The tourist industry has many integral links with agriculture, forestry, distributive services, transportation and with planning and other activities of local and county governments. To ensure more effective liaison with these allied fields, it is suggested that the key regional officers of the Department be closely associated with established regional development association offices and regional offices of other departments, and that such tourist development officers should have supervision as well as over tourist inspection services within each region.

(2) The promotional, advertising and information services of the Department should also be geared to a regional system. Every attempt should be made to cooperate with locally financed tourist promotion agencies, and the government itself should initiate a greater degree of regionalism in its print, film, and direct mail promotion.

(3) Research should also be regionally related. Statistical data and inventories of assets and deficits in terms of tourist development should be compiled and examined, area by area.

*Ontario flag flies over Lakeland Information Centre*

(4) Each natural sub-region within the ten broad regions should be encouraged, financially and otherwise, to produce annually a complete promotional program detailing its attractions, both by season and by locality. Such regional and sub-regional publicity should be themed, year by year, in concert with broader provincial advertising and should also be integrated with localized tourist education programs.

(5) Tourist enquiries generated by Departmental advertising and promotion should, following initial service in Toronto, be fed out regionally for follow up.

### Broader Resource Base

In addition to this regional orientation, which should lead not only to more efficient tourist recruitment but to a much greater degree of citizen involvement in the industry, there are other areas in which action is required if Ontario's travel industry is to be more productively promoted.

Within the Department of Tourism and Information, to work closely with federal research agencies and with the private sector, there should be established a soundly-based, properly staffed central research branch. Such a branch can more than pay its way in terms of providing data leading to more effective direction of other activities of the Department. To date, the work of the Dominion Bureau of Statistics in analysis of the tourist market has been so limited as to be largely ineffective. The Department of Tourism and Information's own information centres, for example, offer a major opportunity, as yet largely unexploited, for the assimilation of market data.

Within the provincial government there should be initiated a study to determine the long term role of all departments and agencies concerned with the control and development of basic recreational resources. The Parks Integration Board may offer a useful vehicle for such a research program, and it should incorporate such private agencies as the Ontario Conservation Council, the Federation of Hunters and Anglers, etc.

### Departmental Coordination

Once the relative roles of various agencies, public and private, have been established in terms of their potential contribution to the growth of the tourist industry, coordination of at least the promotion of such should become the responsibility of a single department.

The informational services of the Department serving the tourist industry should be substantially strengthened in terms of funds, administration, and personnel. For example, Ontario has not, as a government, taken full advantage of the "free exposure" which can be secured for its tourist industry through the establishment of TV film clip libraries, both with individual stations and the networks, through radio tapes, and the development of travel articles both for general release and for specific media. The British Travel Association and like agencies have lessons for Ontario.

There is much to be said for a greater use of the rifle rather than the shotgun technique. The practice of more or less mass dissemination of publicity releases may be relatively inexpensive in terms of output, but is often rather costly in terms of results.

The Department might also explore with profit the engagement of more feature writers and photographers to prepare for specialized foreign media illustrated articles on specific themes. Related advertising from the public and the private sector could become part of the package.

This degree of localization in approach will, it is granted, require additional staff dollars but it might well lead to a better pay-off than some of the less specialized advertising. Moreover, if it were possible to recruit the part-time services of knowledgeable personnel in other provincial Departments concerned with resource development and recreation, a substantial broadening of Tourism and Information's activities in this area might be attained at minimal cost. One might well consider a degree of centralization of governmental non-technical photographic services and equipment. It would appear that the total current investment could be more economically used.

### Proof of the Pay-Off

Canadian Tourism, national organ of the Canadian Tourist Association, gives certain facts which support the desirability of an expansion of publicity creation. In a recent survey made by the Province of Quebec, for example, it was determined that 48.37% of their tourist visitors came for tied reasons such as friends, relatives, business connections, etc.; a further 22.85% related their visits to newspaper and magazine advertisements; and an almost equal number, 22.11%, to newspaper and magazine stories.

A survey made in the city of Calgary showed a like pattern — tied reasons, 48.6%; articles, stories and photos in newspapers and magazines, 20.3%; and newspaper and magazine advertisements, 18.1%.

These figures cannot, of course, be accepted as an entirely accurate analysis, but the relative closeness of the percentages are certainly indicative of the fact that feature photographs and articles are keys to a sizeable part of the tourist market.

### New Sales Aids

The acquisition of a "travelling-salesman-after-dinner speaker" in the fishing, hunting, outdoor life area, equipped with suitable films, would also be a most worthwhile investment for the province.

Senior officials of Lands and Forests,

*Selling the province's regional attractions* with whom such a person would have to cooperate, concur in this view. A man like this could be kept busy three or four nights weekly on a U.S.-Quebec-Manitoba tour with occasional work in Ontario. Hunters' and anglers' clubs, service clubs, etc. would be the natural schedule, with TV and radio appearances thrown in. In this connection the Committee is pleased to note that the Department of Tourism and Information has adopted its suggestion for the compilation of a Speaker's Handbook on the Ontario Tourist Industry.

It would appear that some travelling photographic exhibits for local museums, libraries, etc., in the United States and in adjacent provinces might also be an economic investment. The "Ontario Story" can this way be told to a further specialized audience group.

What we are trying to say is that a detailed analysis should be made at regular intervals of the trend factors in each of the many segments of what is a highly splintered market, and then specific promotions patterned to those specific markets should be initiated.

Handling of mail inquiries should be automated to permit a greater degree of specialization in response. Too much relatively costly literature would now appear to be going out on a broadcast basis. Further limitation of the inquiry interest field at an early stage seems sensible as would also some regular means of follow-up result testing.

### More Partners in the Act

Given an adequate market analysis and a challenging seasonal or annual theme, it perhaps could be practicable to get more private tourist industry members "into the act" by providing them with sufficient advance information to permit tie-ins.

Too often campaign decisions have been taken late. The result was an inevitable degree of "secrecy" which precluded the broad, industry-wide cooperation which could have materially contributed to effectiveness without additional tax investment.

Cooperative advertising has a unique place in tourist promotion and it is difficult to understand why, especially in foreign markets, the Ontario government has not been prepared to follow the lead of jurisdictions such as Bermuda, the Bahamas, Florida and the Caribbean in scheduling coordinated promotions with private resort and hotel and transport companies.

### Advertising Review Desirable

It must be admitted that the Canadian Government Travel Bureau has similarly failed to appreciate the pay-off from this sort of coordination, having apparently greater fear of some suggestion of favor to specific cooperating advertisers than appreciation of the greater sales which would result. It should be pointed out that there has also been an awesome lack of awareness of the potential of this type of cooperative merchandising among private tourist operators, even on a regional basis.

As part of the recommended regionalization of Ontario's tourist advertising program, it would appear desirable to re-study that portion of the total Departmental budget which is currently being invested in paid advertising.

Such advertising can in no sense be a substitute for the development of worthwhile tourist attractions, the provision of adequate standards of accommodation and other facilities, the encouragement of a climate of courtesy and cooperation, or for the basic need for an expanded and more efficient system of processing tourist inquiries through mail or information centres.

No paid advertising can be planned apart from these other closely related and vital parts of a total merchandising; nor indeed from other related "unpaid" space promotion. Moreover it should be recognized that no single advertising program within the current financial capabilities of the budget of the Department of Tourism and Information can effect any major change in Canadian or continental travel patterns.

This does not mean that paid advertising is unnecessary. Far from it. It does mean, however, that it must be integrated more effectively with, and themed annually to, all other promotional efforts of the government and, that, failing this, it should not be expected to carry any major sales responsibility.

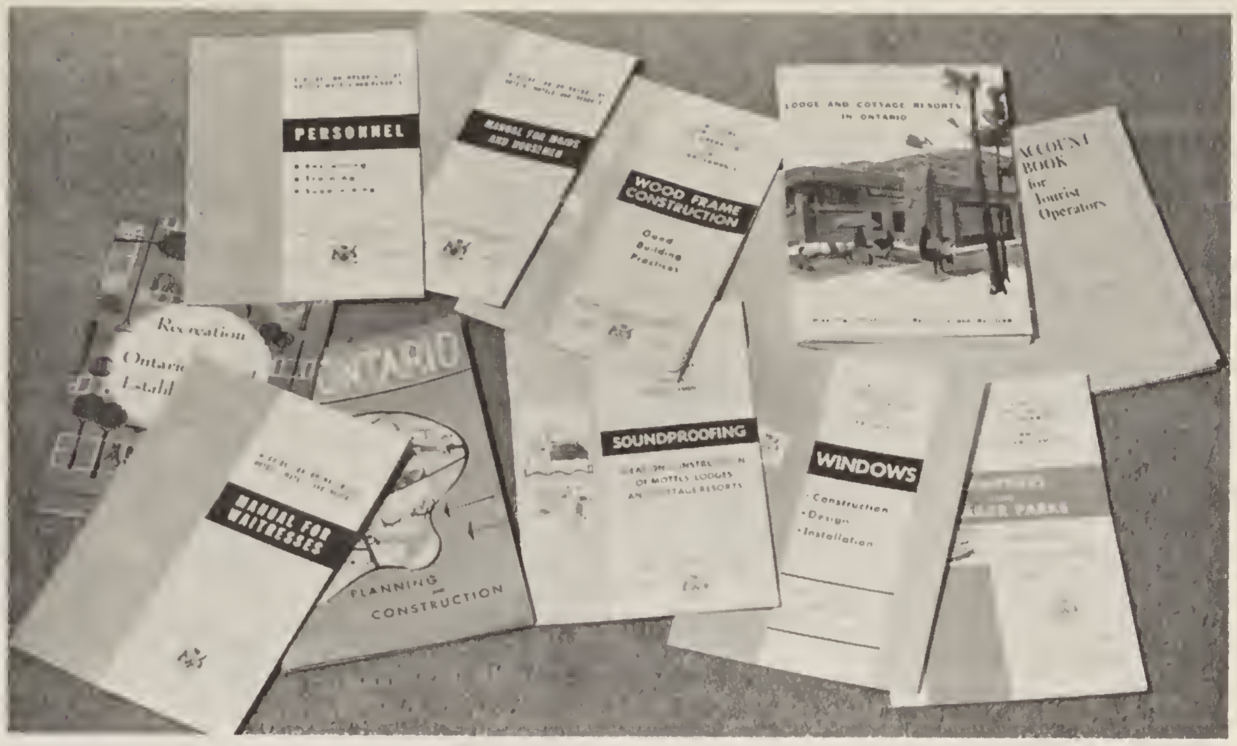
### Distinctive Image

Indeed, much of Ontario's past tourist advertising has been generalized to the point that it failed to develop for the province a distinctive image. Many of the individual ads could have just as readily been describing the attractions of rival jurisdictions within Canada or the northern United States. Despite the fact that the resultant copy and illustrations might not always satisfy every locality within the province, effective tourist advertising must be research-based, pointed to specific markets, and sell the distinctive differences which result in reader action.

There have not been too many government tourist advertisements in past years which would pass the minimum merchandising standards demanded by major hotel or transportation companies. And a few of the recent attempts at a more sophisticated theming have not been too happy either in terms of visual presentation or results.

In this latter connection, as part of its internal citizen education program, the Department of Tourism and Information might well find it profitable to explore some cooperative action with hotels, transportation, automotive, petroleum and other companies which are on the front line of the tourist industry. The role of the visitor business in our Ontario economy is still a mystery to the average working man. It is, indeed, especially in the

*Province wide and regional are Ontario's new salesmen in print*



*Technical sales pamphlets aid tourist operators*

inter-action between courtesy and customer, too much of a mystery to the average citizen. The aforementioned private interests have a stake comparable to that of the government in promoting better understanding. This aspect of tourist advertising is one worthy of cultivation and one which justifies the investment of both public and private funds.

In the solicitation of tourist trade from other jurisdictions, both within and outside Canada, consideration might well be given to an increased use of advertising and related publicity in specialized media with the tie-in pamphlet packages keyed directly to mail follow-up. Indeed for a province with the variety and size of Ontario there is much to be said for either largely regionalizing the advertising approach or using paid space primarily to solicit mail inquiries for specific types of vacation interest. With the limited funds available, to attempt to build in the U.S. market a tourist image on behalf of all Ontario may be largely impracticable.

Given a greater degree of coordination between the branches handling direct mail brochures and inquiry servicing and that branch buying paid advertising, one might, by such specialization, bring about a more economic pay-off. To date there has been limited follow-up to determine if persons responding to advertisements in the big circulation consumer magazines actually visit Ontario. Reliance has been placed, and with some justification, on gross mail returns as indication of market action.

### Soliciting Repeat Business

The fact that well over 40% of our non-resident tourist visitors are repeaters opens up another field for follow-up promotion. For example, we do not now, as a matter of policy, send out invitations to re-visit Ontario to those who have registered from points outside Ontario at our information centres. Yet these are our proven customers.

In this connection the conclusions reached in a recent federal travel survey have some application:

> "Sixty-five out of 100 who vacationed in Canada (in 1960) had visited this country twice or more in the previous five years . . . Previous visits were the most important factors in causing subsequent trips. It would appear that excellent reasons exist for expending greater efforts to increase promotional efforts among those people who not only visit Canada frequently . . . but are also the best and cheapest form of advertising for Canada among their friends. As prime prospects for future trips it would be difficult to find a more useful and valuable list of customers at less cost. There must be an endless and almost untapped reservoir of American names available to the provinces and local tourist bodies in the records of motels, hotels, parks."

### Know Tourism Better

Internal tourist promotion has to date largely been confined to the Know Ontario Better program. At public hearings, however, there was an almost unanimous request that an even more basic objective of the internal advertising and information program should be informing residents of this province of the major role of the tourist industry in our economy, the individual citizen's stake in its profitability, and the way we can and do influence tourist patronage by our attitudes.

This does not mean, of course, that the Know Ontario Better program should be stopped. It might, however, be accelerated on an informational basis and with major cooperation from regional tourist councils. For one example only, we believe that many print media and TV stations would be prepared to carry without payment interesting pictures and brief stories relating to Ontario tourist attractions if they were supplied on a straight news-feature basis. British Columbia has had some reasonable success in this field as has New York State.

### Convention Facility Directory

As was set out earlier, there is a major opportunity for expanding and spreading the convention business throughout Ontario. The Ontario government might well provide an up-to-date annual directory of convention facilities, seasonal and year round. For at least one capable person on the staff of the Department of Tourism and Information, this could be a full-time and rewarding responsibility. The British Columbia Government Travel Bureau has such a staff member.

### Selling in Travel Centres

Ontario, as the prime beneficiary of foreign tourist dollars, could and should work with federal agencies to try to bring a greater degree of merchandising warmth into our airports, bus and railway stations. The United States can teach us many worthwhile lessons here.

The sales sterility of the new Malton airport offers an excellent example of how little we seem to care about telling the travelling public about what pleasure they could find in vacationing in this country. Despite the fact that some three million tourists pass through it annually, there is no travel information centre; no films or pictures portray the beauties of any part of Ontario or Canada. If we have advertising dollars to spend, here surely is one certain place to spend them, if to do nothing more than to offset the impression of our province which the traveller might otherwise gain from the murals and mobiles which "adorn" the walls and ceilings.

And if there is further need to justify added promotion of our domestic airlines and our domestic tourist industry, it is perhaps found in the recent statement by H. D. Cameron, vice-president of Canadian Pacific Airlines, who pointed out that less than 40% of Canadian air travellers use Canadian international air services. Compare this with 98% of the Dutch travellers using KLM, 96% of the French travellers using Air France, and 97% of the Swiss using Swiss Air. Canadians and Americans are the world's most frequent travellers and the least nationalistic. Yet every time a Canadian travels on foreign air lines, he is actually importing, and adding to Canada's unfavorable balance of payments.

Travel today has become one of the largest single factors in world trade, especially for Canadians. Indeed, on a per capita basis, Canadians spend more money on travel than the citizens of any other nation in the world. And CNR vice-president Pierre Delagrave estimates that Canadians spend 30% of their travel money outside Canada.

### Historical Resource Development

To the Department of Tourism and Information has been assigned responsibility for the development of governmental interest in historic sites. It is a natural link and one which, it is hoped, will be expanded.

Such investments of tax funds in historical reconstruction can, over a period of years, become self-supporting if they are economically engineered, imaginatively merchandised and, if—and this is vital—they are used to sell each other to the increasingly mobile tourist trade.

To the glory of God and in memory of
SIR JOHN A. MACDONALD 1815-1891

*Hon. James Auld and Prime Minister view plaque of Sir John A.*

Encouragement of substantial municipal and private fund participation in the field of historical conservation and promotion appeared likely in the early stages of the centennial program. Unfortunately it has not materialized in any large degree. The municipal projects which are being aided out of matching federal and provincial funds have generally centred around basic community needs rather than imaginative birthday presents to Canada. It may be yet too early to assess the full role which private funds will play in the development of local historical attractions for 1967 but the evidence is not yet encouraging.

While Ontario has, through its Archaeological and Historic Sites Board, done much to mark and publicize people and places of significance in the province's story, only the limited local museum grants have been available for the conservation of historic structures. It is true that, with the exception of Quebec, Ontario leads all other provinces in this regard, but too little has yet been done.

*Plaque marks historic McFarland House, Niagara Parkway*

### Ontario Heritage Trust?

It would appear, for example, that the time has come for the establishment of an Ontario historical or heritage trust in which private and public funds might be enjoined to save at least some of the physical evidences of our historical heritage and that government departments, themselves, might seek out, as is done in older jurisdictions, the possibility of locating offices in historical structures which would otherwise be allowed to go into disrepair. Mortgage funds of the Ontario Housing Corporation or the Central Mortgage and Housing Corporation might be used for such a purpose and an economic return be gained.

There is money to be made out of history in terms of Ontario's tourist development and in such historical preservation the electors will also find both new pride in their past and hope for their future.

The Ontario legislature is now to establish within the parliament buildings a museum showing the evolution of democratic government within this province. This, of itself, will not only be a worthwhile tourist attraction but one which will be a constant reminder of our indebtedness to the past. It is encouraging to note that the Department of Tourism and Information, as also recommended earlier by the Committee, will publish in booklet form a history of the legislative buildings themselves.

The Committee is pleased to note in this report that some of the research which it undertook through Guy Clarkson and his sub-committee on a transportation museum will be reflected in the new Centre of Science and Technology, Ontario's centennial project. The Committee believes that the Centre, which will enjoin with its prime educational purpose a major appeal to visitors from Canada and abroad, will make a most worthwhile contribution to the province's tourist industry. The Centre's plans to work with local museums in exchanging artifacts, and cooperatively telling the story of Ontario's development, will also be of assistance in expanding historical interest, and tourism based on such, throughout the entire province.

### Waterborne Tourism

In line with early recommendations of the Committee, the Department of Lands and Forests initiated a comprehensive study of marine facilities along Ontario's waterways. The amazing expansion of the waterborne tourist trade appears likely to continue for many years and Ontario has unique advantages over many other areas of the continent in the variety and beauty of its water routes.

Following publication by Lands and Forests of its findings, specialized surveys of growth potential and adjacent park areas have been initiated by the Department of Tourism and Information with particular reference to the Rideau, Trent and Severn waterway and canal systems. The time may well come when the government of Ontario will enter into some joint operating agreement with Ottawa.

*New Tourism and Information border centre at Windsor*

Ontario may also have been somewhat remiss in not making its views known earlier on behalf, for example, of more adequate facilities for pleasure boats wanting to make use of the St. Lawrence Seaway system.

### Hands Across the Border

Both provincial and federal authorities could do more to improve their "image" at border crossing points.

At our customs and immigration offices flags should be constantly flown, the offices themselves might be somewhat less conservatively painted, and within the offices the Canadian Government Travel Bureau might introduce a planned program of "welcome" posters.

Ontario might do likewise at more of its border information centres on the U.S. and inter-provincial boundaries. It is granted that these centres, with the almost constant shifting of road routes, have tended to be considered somewhat temporary, but a little more colorful selling job could be undertaken and money saved in the construction costs of the structures themselves.

It would appear desirable at all border crossing points with the United States to have federal authorities hand to U.S. tourists a simple, inexpensive, yet reasonably comprehensive pamphlet welcoming them to Canada, telling briefly of the history of our common frontier, and giving them highlights of the differences in practices and regulations which will affect their stay in our midst. If Ottawa is not willing to undertake this, Ontario might find such an investment of funds desirable.

Even more important might be the distribution at the border to U.S. tourists returning home a card inviting them to revisit Canada and informing them of an agency to contact, such as the Canadian Government Travel Bureau, for promotional literature on other parts of Canada which they have not seen and may want to visit in the future.

### Unified Inspection Services

Increased inter-departmental liaison with a view to the elimination of duplicating and occasionally conflicting inspection services is indicated. Inspection personnel visiting hotels, motels, resorts, and other

*Bobcaygeon lock illustrates growth in cruising* accommodation facilities should have a common policy whether they hail from provincial liquor licencing authorities, the Fire Marshall's office, the Department of Health or the Department of Tourism and Information.

As various types of accommodation are currently inspected by varying agencies and under different regulations, it is not surprising that charges of lack of uniformity are heard. For example, until recently room rates did not have to be posted in licenced premises but they were required in the bedrooms of all other hotels, motels and resorts. Again it is somewhat questionable if it is either necessary, or desirable, for both municipal and provincial authorities to be collecting licence fees from and inspecting the same premises.

If the provincial government were prepared to reduce to essential terms its regulations governing standards of accommodation and then enforce them more rigidly, it would also seem that a greater measure of protection for the travelling public could be ensured. Effective cooperation in terms of establishing responsibility for the issuance of promotional pamphlets now seems to have been accomplished by all provincial departments. A similar agreement on inspection would now seem indicated. Any funds saved by the elimination of duplication might most profitably be invested in more frequent and thorough investigations by health inspectors of eating and sanitary facilities and a further expansion of the inspectoral staff of Tourism and Information. Until very recently most inspectors were responsible for checking each year no less than 400 to 500 establishments which made the job almost impossible.

### Twenty-One Recommendations

There follows a series of further recommendations which have been placed before the Departments concerned and are currently under study:

(a) Ontario has lacked good travel posters for use in promotional displays abroad and at home. An annual poster contest, with one division for student entries, might assist in expanding general concern with, and appreciation of, the industry.

(b) The Ontario Chamber of Commerce has recently indicated its willingness to consider the sponsorship, in cooperation with local chambers, of an annual student essay contest on the theme of "What tourism means to my community". The Department of Tourism and Information should capitalize on this willingness to cooperate.

(c) The Department of Tourism and Information might increase the effectiveness of its liaison with the Ontario Motor League and other similar bodies in other jurisdictions. It is noteworthy that the strip map services of motor leagues are used most extensively by Ontarians but Ontario may not be capitalizing to the maximum on promotion through the facilities of allied offices in the U.S.A. Florida can perhaps provide a good example.

(d) The former publisher of the Orangeville Banner, George Cadogan, has suggested an annual student promotion which would result in a special award to young people who visit in any one particular year more than a specified number of provincial parks or other major tourist attractions.

(e) The Ontario Department of Highways might consider the inclusion, in one corner of its provincial road maps, of a coupon tearout which would facilitate tourists writing for further travel information to the Department of Tourism and Information.

(f) So far insufficient funds have apparently been available to permit the display of Ontario's tourist promotion folders in even the major bus terminals, railway stations and air terminals. This would appear to be an error.

(g) Most vacations are primarily delimited by time. Yet virtually none of Ontario's promotional pieces talk about what one can do in the province in a one week, two week, or three week holiday period. This also seems to have been an oversight.

(h) In concert with the Canadian Restaurant Association which annually holds a Culinary Arts Competition and Display, one might provide through public funds some awards for distinctive Ontario dishes.

(i) As part of the program of broad citizen education, there were provided to tourist establishment operators stamps on which there appeared the legend "This is a Tourist Dollar". An expansion of this program is indicated.

(j) Many of Ontario's hotel and motel rooms hang on their walls colored prints of tourist attractions abroad, supplied by U.S. and European air lines. If these companies consider such a promotion economic, might it not be a sensible investment for Air Canada, Canadian Pacific Airlines or for the government itself?

(k) As far as can be determined no officer of the Ontario government makes regular calls on foreign travel agencies to promote the interests of this province. This would seem most desirable.

(l) Department of Tourism and Information tourist centres could materially assist travellers if they were able to offer for sale topographical survey maps of the region in which each is located, marine charts, etc. This is particularly desirable on weekends when Lands and Forests regional offices are closed.

(m) The Committee will watch with interest the cooperative effort of the Department of Tourism and Information and the banks to offer after-hours and weekend exchange service on U.S. currency. It is reportedly to be tried on a pilot basis at the new Ivy Lea bridge information centre.

(n) The Committee is gratified to note that its recommendation that room rate cards be required to quote charges in Canadian dollars is now in force, and that the act providing for more effective controls on premises carrying "tourist information" signs is to be amended.

(o) It would not appear the Ontario government has yet taken steps to attempt to promote the use of Ontario travel films on Canadian or U.S. excursion ships, or on ocean-going vessels coming to Canada. This could be a good marketing angle.

(p) In their foreign exposure, promotional exhibits by all departments and agencies of the Ontario government should seek out a common concept. The use of the precambrian shield as a unifying theme and image in both industrial and tourist promotion for Ontario, for example, would appear to offer certain unique advantages.

(q) To encourage fly-in tourism, the government of the province might consider some system of matching grants, similar to municipal road subsidies, for communities willing to install and maintain air landing strips. Pleasure flying in the United States is growing at a rate of 13% per year. There are now 157,000 Americans licenced to fly personal aircraft and another 80,000 persons signed up in 1965 as student pilots. Pleasure pilots in the U.S.A. now log 3.8 million hours a year on weekend spins and holiday flights, matching the total hours accumulated by U.S. air lines.

(r) Over 300,000 tourists a year have visited Ontario hydro power generating stations. Even more could be made of these attractions, especially through improved highway directional signing and plaques on sites giving the history of developments and significant statistical data. The Hydro Electric Power Commission should be encouraged to expand their informational program in this area.

* * *

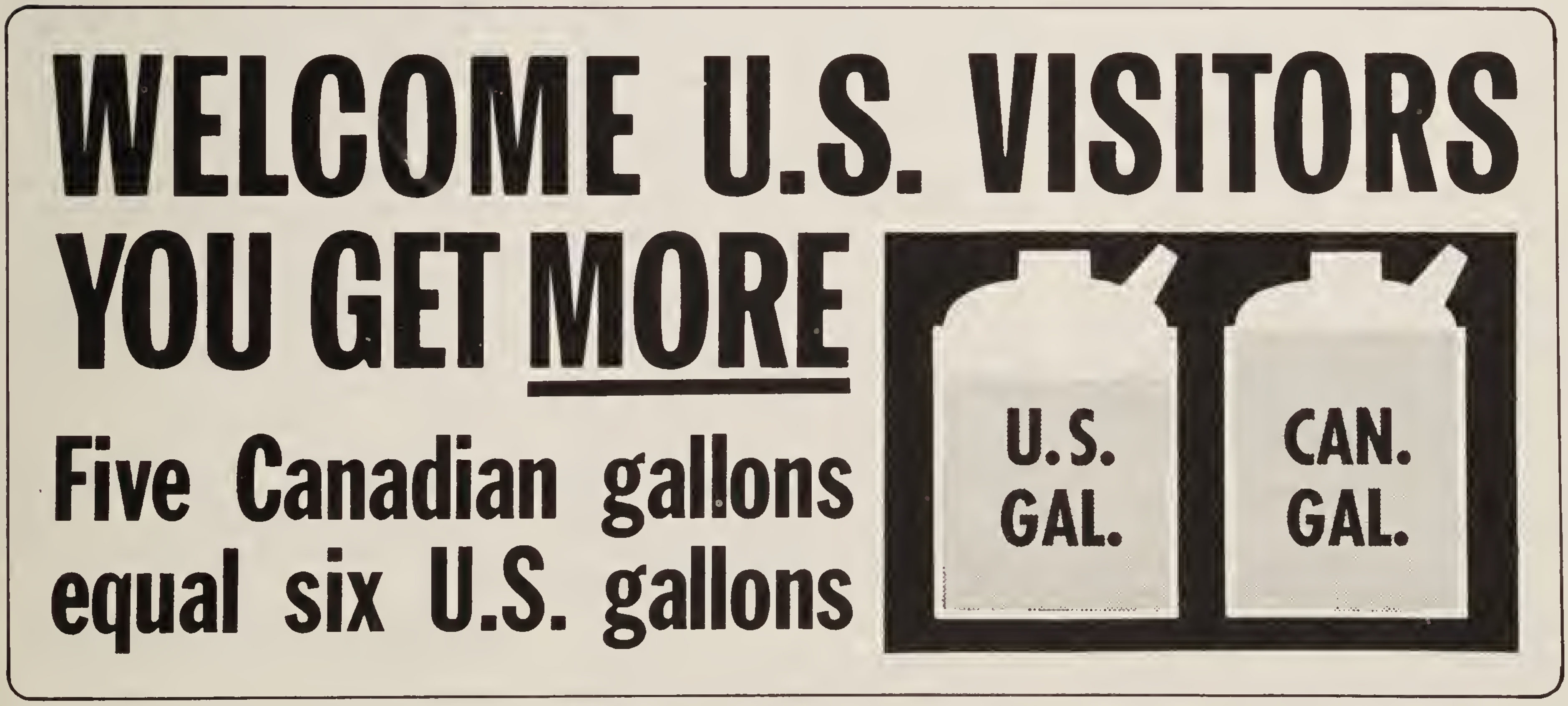
This concludes the basic text of the report of the Tourist Industry Committee of the Ontario Economic Council.

In Appendix A are set out a summary of further recommendations to government.

The task of reviewing an industry so vast and so complex has not been easy and has occupied much more time than was originally contemplated.

There is a second reason, however, why this report has been delayed. Its recommendations have been going forward regularly to the departments of government concerned for review and evaluation. Many of them have been adopted. Others are still under active consideration. Some have been discarded.

Full consultation with persons responsible and knowledgeable has, however, been sought. For the counsel thus given the committee is most grateful. For such errors in fact or interpretation as still remain, forgiveness is asked.



*One of the "differences" which detracts rather than attracts tourists from south of the border is Ontario's seemingly high cost of gasoline. In line with the suggestion of the Tourist Industry Committee, most service stations in the province now display this explanatory sticker on their pumps.*

APPENDIX A

# Further Recommendations to Government

Herein are set out a number of ancillary recommendations which have yet to be considered or fully implemented by the concerned Departments in the Ontario government.

To many of these recommendations reference has been made in the foregoing chapters. Others, of a more minor nature, are listed here for the first time.

## Department of the Attorney General

1. The OPP staff could be provided in each of their local offices with kits of detailed regional tourist information for their own guidance in answering tourist inquiries, and for distribution on request to persons seeking such. There would appear to be much potential benefit in establishing, in the minds of foreign tourists especially, the concept of the highway patrol officer as a "friend in need". It is granted, however, that present personnel is currently carrying a full load of duties and such a function might more properly fall within the Department of Transport's field should the latter progressively assume greater responsibilities for highway patrol.

2. At the Ontario Police College at least one lecture might be given in each "course" on the role of local policemen in relation to local and provincial tourism.

3. Lack of adequate ambulance facilities has been commented on several times in the course of the public hearings and the suggestion made that some of the Ontario Provincial Police or Department of Transport cars patrolling more remote areas should be of the station-wagon type which would permit a lift-in stretcher to handle accident victims. (Under study by Attorney-General's Department.)

## Department of Economics and Development

1. The foreign offices of the Department should cooperate with the Department of Tourism and Information in the initiation of a limited promotional program for tourism directed particularly at foreign business and industry.

2. The counselling services of the Ontario Development Agency should continue to be made available on request to individual tourist operators, irrespective of whether or not they apply for loans.

## Department of Education

1. In the text book for the course on "basic economics" there should be included at least one chapter on Ontario's tourist industry.

2. There should be supplied to guidance teachers a pamphlet, to be prepared in conjunction with the Department of Tourism and Information, on employment potentialities in the Ontario tourist industries.

3. Schools in Ontario should open the second day after Labor Day. This could encourage the extension of the tourist season by, in many instances, a full week, giving greater emphasis to the now relatively "slack" last week of August. It would also avoid service disruption in resorts employing students. Most such students now have to be released half way through the Labor Day weekend to permit them to get home and ready for school. It would, moreover, tend to spread out traffic peaks on highways on that week-end. High school principals have agreed that little, if any, educational benefits would be lost by a one day later opening but openly confess they are reluctant to support it because the public and school board members might feel they were merely trying to reduce their own work load.

4. The department might encourage, through its Public Library Services branch, the establishment within municipal and school libraries of basic reference texts on the tourist industry of Ontario and Canada. This Library branch might also work with local library boards to encourage the provision and promotion of lending privileges to tourist visitors on a more uniform basis throughout the province.

5. In cooperation with the Department of Tourism and Information universities within the province might be encouraged to suggest as undergraduate and postgraduate projects studies on the economic impact within specified areas of tourist or travel activities.

## Department of Health

1. The Tourist Establishments Act and regulations thereunder of the Department of Tourism and Information should be reviewed to clarify areas of inspection responsibility. Current checks on sanitary conditions of eating places, tourist establishments, service stations and other public facilities in some areas is not apparently ensuring a sufficiently high standard, and greater cooperation between field staffs of provincial, county and municipal governments is indicated, probably under the leadership of the Ontario Department of Health.

2. A review should be undertaken of local hospitals within recognized tourist regions, possibly in liaison with Regional Tourist Councils, to ensure that tourists are adequately informed of facilities available, including medical service, serums, etc.

3. An evaluation of holiday medical services in many Ontario tourist regions is also due. Local physicians and surgeons are stating, with justice, that they are not in a position to handle much longer without assistance the extra summer load of patients. In certain parts of the province their patient load doubles in July and August because the population doubles, and there are no hospital internes or outpatient services to help take up any part of the burden. City-bred tourists, with their hospital and medical insurance paid up, do not understand the problem and are annoyed. It might be possible to re-assign internes to vacation area hospitals for peak demand periods.

4. Early consideration should be given to a requirement that all pleasurecraft with flush toilets be equipped with chlorinating units when cruising within Ontario waters.

## Hydro-Electric Power Commission Commission

1. Tourist information and guided tour services at Hydro installations should be expanded and information in respect of such tours should be made available to

the Department of Tourism and Information, Regional Tourist Councils, Development Associations and local chambers of commerce for inclusion in their tourist promotion literature.

2. As a matter of policy, the H.E.P.C. could make available to regional and local promotion agencies, and to local communications media, stories and pictures appearing in internal publications which could form the basis for local and regional tourist promotions.

3. The H.E.P.C. should proceed with its plans for a museum of electricity in conjunction with the Ontario Centennial Centre, and give consideration to the establishment of the "city of light", as set out in this report, possibly in conjunction with the School of Gardening at Niagara Falls.

### Department of Labor

1. While the program of education in respect of discriminatory practices should be continued by the Human Rights Commission, no encouragement should be given to individuals or groups whose sample probing of reservation and accommodation policies is apparently designed more to encourage controversy than to promote understanding and goodwill. Discrimination on the grounds of race, color or creed has no place in Ontario's travel industry but neither has publicity based on contrived inquiries designed to trick a hotel or resort operator.

2. Further studies should be made, in formulating any future minimum wage policies, of differentials in value to the employee of room and board and recreational facilities available in resort hotels as distinct from those provided by commercial premises.

### Liquor Licence Board and Liquor Control Board of Ontario

1. The procedure for hearing of licence applications should be accelerated.

2. Consideration should be given to regulations requiring the removal of "hotel" signs from hostelries which, in fact, are no more than taverns.

3. A review should be made to determine if, in fact, there is adequate package store service in more isolated areas in the northern parts of the province.

4. Hours of store sale should be uniformly those prevailing in the community in which the L.C.B.O. store is situated.

5. Minimum standards of approved accommodation for the Liquor Licence Board should be no different than those in effect for non-licenced premises.

### Department of Mines

1. In cooperation with the Department of Tourism and Information, there might be prepared for sale a directory for "rock hounds" collecting mineral samples in Ontario.

2. In cooperation with Tourism and Information and private mine operators, there might be explored the practicability of increasing the number of guided mine tours available to tourists, on a charge basis.

### Department of Municipal Affairs

1. In cooperation with the Department of Highways, legislation should be introduced provincially, or encouragement be given to introduce it municipally, to keep car wrecking yards a goodly distance off main thoroughfares and, in any event, to require that they be fully fenced.

2. Consideration should be given to some procedure under which private land owners in unorganized districts can formulate and administer, in cooperation with the Departments of Lands and Forests and perhaps Tourism and Information, some form of land use zoning. Past reliance in some areas on the issuance or non-issuance of tourist establishment licences is neither equitable or adequate.

3. A series of clinics should be held in rural tourist areas to acquaint local municipal councils with the problems and potentialities of cottage sub-division planning and, based on the experience thus gained, a manual for the guidance of such councils should be published.

4. A study should be undertaken of ways and means of making more intelligent use of the 5% public land allowance required in newly registered subdivisions. Such land far too often merely stands idle or is sold off for private purposes in an area in which public access to water has diminished to the danger point.

5. As one means of encouraging greater private investment in resort facilities, the legislation which over a decade ago eliminated business tax rebates on commercial tourist property should be once again reviewed. The original municipal petitioners for this alteration in the Assessment Act were Wasaga Beach and Crystal Beach, two villages composed almost entirely of summer property. Thus to them the availability of rebate was largely meaningless. It is not so in other jurisdictions. To attempt to defend the application of a business tax on resort properties in organized municipalities and its non-application by the government, itself, in unorganized districts is most difficult. Resorts on opposite sides of the Severn River, for example, in Muskoka are taxed on a different basis simply because of this anomaly. It is granted that most tourist property owners have been relatively silent on this question in recent years but this has been more the result of despair of change than agreement with what to them is still inequity.

6. Consideration should be given to the enactment or clarification of legislation permitting municipalities to impose speed limits and other safety controls on waters owned by them or lying within their municipal boundaries.

### Department of the Provincial Secretary and Citizenship

1. In cooperation with the Department of Tourism and Information, there should be established at larger airports in Ontario, and possibly also at information centres adjacent to automotive entry points, "welcome" displays in major foreign languages.

2. The Department of Tourism and Information should be advised of tourist operations established by immigrants which would lend color and variety to Ontario's tourist promotion, and of trends in the types of tourist targets most sought out by newcomers to Ontario.

### Department of Transport

1. Canada is one of the relatively few larger nations which has as yet failed to sign the 1949 International Convention on Road Traffic. This Convention facilitates the use of International Driving Permits. While concurrence was originally given by all provinces concerned, the signing is now allegedly delayed because two provinces have not completed further necessary legalities. Ontario should use its influence to persuade these two jurisdictions, reportedly Saskatchewan and Newfoundland, to act as quickly as possible.

### Treasury Department

1. Tourist promotion literature of a kind not containing commercial advertising, issued by regional tourist councils, regional development associations and other non-profit agencies, should be exempted from provincial sales tax.

2. The committee is pleased to record the adoption of its recommendation that the sales tax be removed on gasoline for aeroplanes, rather than collected and then, subsequently, fully rebated.

3. Pending any possible change in system of gas tax rebates, the forms covering the latter, as they apply to pleasurecraft operators, should be simplified and clarified. (A revised format has been submitted by the Committee.)

# APPENDIX B

## ONTARIO FOOD INFORMATION SERVICES

MINISTER OF AGRICULTURE

ONTARIO

Toronto 2, Ontario,
June 1, 1964.

Dear Host and Hostess:

Last year, at the request of the Tourist Industry Committee of the Ontario Economic Council, the Ontario Department of Agriculture made available suggestions and recipes to help promote Ontario foods in tourist establishments.

Many of you wrote expressing interest in this service. We thank you for your comments and because of them we are continuing the project this year.

Canadians travelling in their own country, and visitors from other places, appreciate food specialties of the locality and Ontario has an abundance of fine foods with which to serve them.

Enclosed are the first suggestions for your food service for the 1964 season. We would be pleased to receive your comments directed to:

Home Economics Service,
Ontario Department of Agriculture,
20 Spadina Road,
Toronto 4, Ontario.

Once again may I thank you for your co-operation in this program.

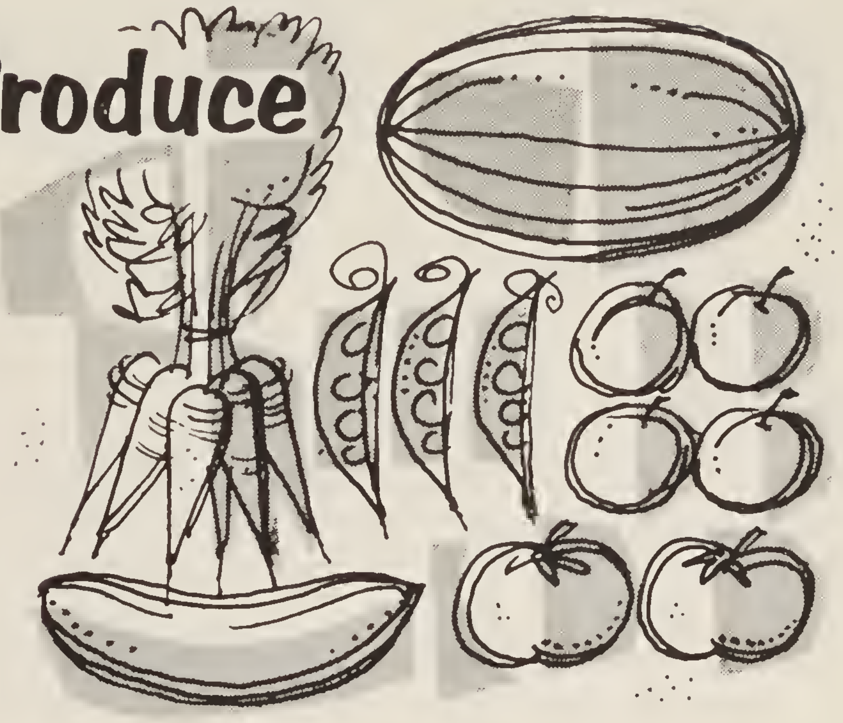
Yours very sincerely,

Wm. A. Stewart

Wm. A. Stewart,
Minister of Agriculture.

**Volume 2 Number 1**/Ontario Department of Agriculture, Extension Branch, Home Economics Service

# Featuring Ontario Produce

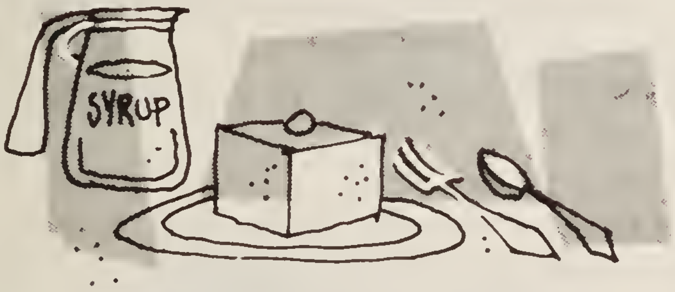


## ONTARIO MAPLE SYRUP

The beginning of the tourist season is the time to feature this year's Maple Syrup.

For Breakfast:
Serve fresh maple syrup on pancakes, waffles or French toast, or on hot muffins. (The Home Economics Service will supply a good recipe for Wheat Germ Muffins, on request.)

As a Glaze:
Use maple syrup as a glaze on whole baked ham or baked ham slices, on vegetables such as carrots or sweet potatoes, and on fruits; for example, apple slices, halved peaches or pears used to garnish meats or to dress up a plain pudding.



As a Sauce or Accompaniment:
Maple syrup is good with old-fashioned Johnny Cake or piping hot tea biscuits. Or serve it on such desserts as Blanc Mange, Baked Custard, Cottage Pudding, Ice Cream, either as is or made into a maple sauce.

As a Specialty of the House:

### Maple Pecan Pie

(Makes four 9-inch pies)

½ pound butter
2 cups sugar
2 teaspoons salt
4 cups maple syrup
12 eggs
½ pound (2 cups) pecans, halved or broken
4 unbaked, 9-inch pastry shells

Melt butter and add the sugar, salt, maple syrup and eggs; beat until well blended. Add the nuts and pour filling into the unbaked pastry shells. Bake in a hot oven, 425°F. for 10 minutes, then reduce heat to moderate, 350°F. and bake about 30 minutes longer or until filling is set. Cool pies before serving. A pie will cut into 8 to 10 servings.

Note: These pies may be frozen successfully. Wrap baked, cooled pies in moisture-vapor-proof freezer wrapping, seal and freeze. Remove from freezer at least one hour before serving.

As a "Family-style" Dessert:

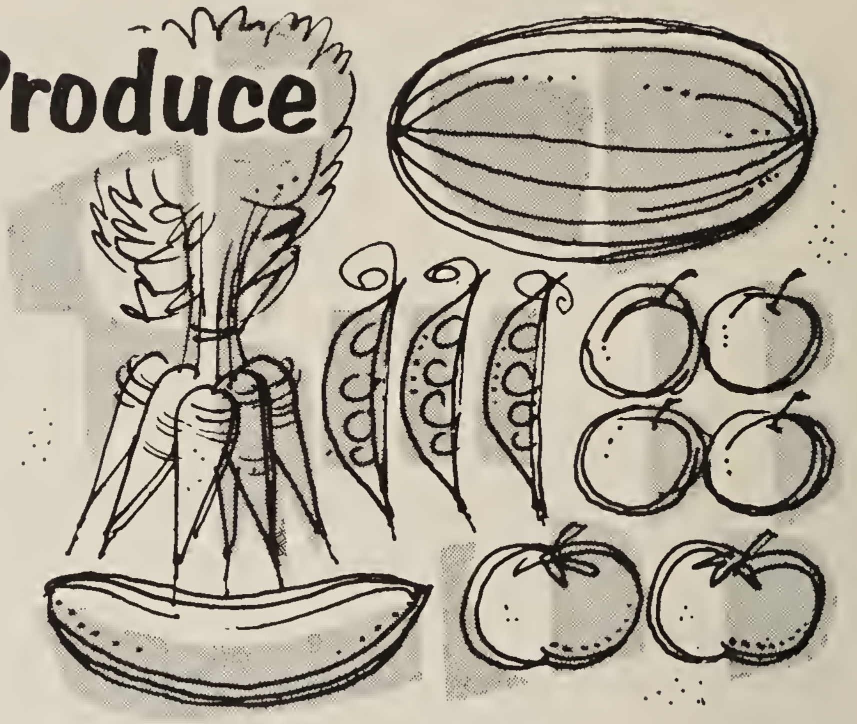
### Maple Pudding

4 cups milk
½ cup cornstarch
½ cup cold water
2 tablespoons sugar
½ cup maple syrup
pinch of salt
1 teaspoon vanilla
1 cup grapenuts
2 egg whites, stiffly beaten

Scald milk, gradually add cornstarch and sugar combined with cold water, stirring and cooking over hot water or very low heat until thickened and smooth. Add maple syrup and salt and continue cooking about 5 minutes. Remove from heat, add vanilla and grapenuts. Fold in stiffly beaten egg whites. Chill. Serve plain or with maple syrup or maple-flavored whipped cream. Makes 10 to 12 servings.

**Volume 2 Number 1**/Ontario Department of Agriculture, Extension Branch, Home Economics Service

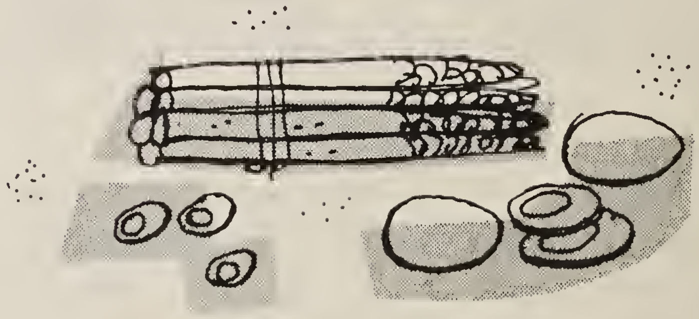
# Featuring Ontario Produce



## ASPARAGUS

The season for fresh Ontario asparagus is short and the travelling public will appreciate seeing it on the menu as long as it lasts.

- Fresh asparagus must be fresh. Store as short a time as possible and always at refrigerator temperature.
- There are 15-22 medium-sized stalks to a pound.
- A pound serves three or four; measures two cups when cut.
- To prepare, break off stalk where it snaps easily; wash carefully.
- Tie loosely in bundles and stand asparagus upright in a deep pot so that the stalks cook in boiling salted water and the tips in the steam. Or place a strip of aluminum foil across a flat pan, lay the trimmed, washed stalks on the foil. (The foil strip provides an easy way of removing the asparagus from the pan when cooked.)
- Cook, covered, 15-18 minutes. Remove carefully from cooking water to prevent tips breaking. Serve promptly.
- Serve hot asparagus with melted butter, with or without a squeeze of lemon, a sprinkling of cheese, browned bread crumbs or, for very special occasions, with toasted, sliced Brazil nuts.
- Seasoned white sauce, cheese sauce or hollandaise go well with asparagus.
- Try the European custom of serving asparagus as a first course – with butter and a squeeze of lemon, or with butter and a sprinkling of riced, hard-cooked egg and a whiff of nutmeg.
- Chilled, cooked asparagus spears may be marinated in French dressing and served with a simple garnish as a side salad or as part of a salad plate.
- The less perfect stalks of asparagus may be cut up in vegetable soup, folded into an omelet, or creamed with quartered hard-cooked eggs and served on toast, for a luncheon dish.
- There are excellent canned and frozen products to take over when the season for fresh asparagus ends.
- Here is a simple recipe, suitable for lunch or supper:



### Asparagus and Egg Ramekins

3 pounds (6 cups) cut, cooked asparagus

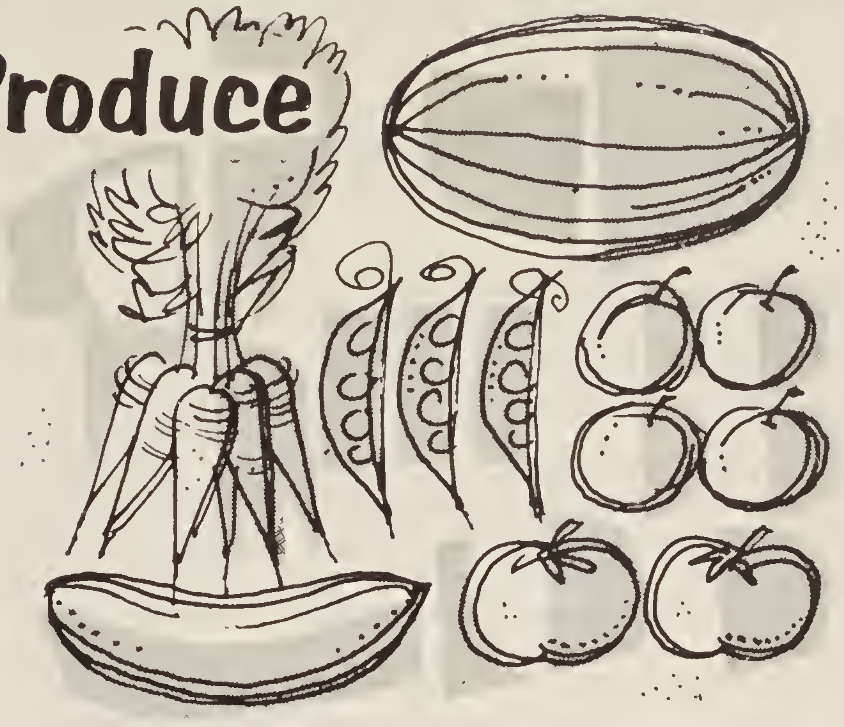
3 hard-cooked eggs, sliced

1 cup stuffed olives, chopped (optional)

3 cups cheese sauce

Divide the asparagus into 12 buttered ramekins. Add a layer of sliced egg, sprinkle with olives, if used, and pour cheese sauce over each. Sprinkle tops with buttered crumbs, if desired. Bake in a moderate oven, 350°F. until heated through and bubbling. May be made in one large baking dish, if preferred.

# Featuring Ontario Produce



## RHUBARB

Fresh spring rhubarb stewed or baked can be a choice on the dessert menu almost every day while it's in season. And if fresh, hot biscuits or muffins are served with it, make sure there's a plentiful supply on hand!

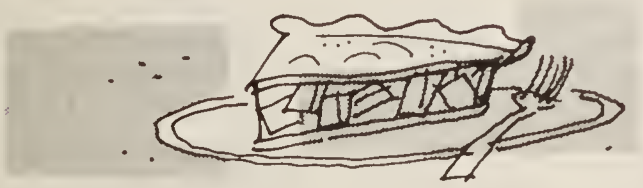
As fresh stocks decline, frozen, unsweetened rhubarb can prolong the season. Throughout the year this excellent product can be used in most recipes which call for fresh rhubarb.

Rhubarb pie with plenty of filling, sweetened but still tart, thickened but still juicy, plain or lightly flavored with a dash of spice or maybe a sprinkle of grated orange rind, is a best seller. Occasionally a variation of plain rhubarb pie is welcomed. Here's a recipe for one such variation:

### Rhubarb Custard Pie

1 pound (4 cups) fresh or frozen rhubarb
¼ cup sugar
1 egg, slightly beaten
1 cup sugar
4 tablespoons flour
¼ teaspoon salt
2 tablespoons melted butter
Unbaked 9-inch pastry shell

Wash and cut up fresh rhubarb or let frozen rhubarb thaw. Let stand a few minutes with ¼ cup sugar. Combine egg, 1 cup sugar, flour, salt and melted butter. Pour mixture over rhubarb in pastry shell and top with lattice top. Bake in hot oven, 425°F. for 10 minutes, reduce heat to 350°F. and bake until custard is set. Makes 6 to 8 servings.

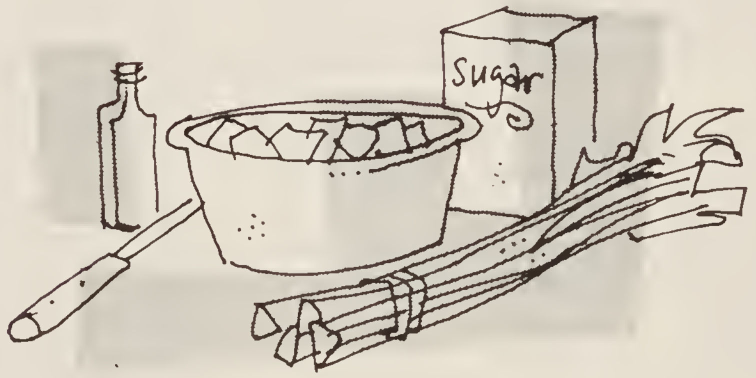


Fruit jellies are standbys. This one is especially good – it's colorful, tartly refreshing and simple to make and serve.

### Strawberry-Rhubarb Dessert

1½ cups sugar
2 cups water
3 pounds (12 cups) fresh or frozen rhubarb, cut in pieces
8 cups hot water and juice
1¾ cups strawberry-flavored jelly powder

Heat sugar and 2 cups water until sugar is dissolved. Add rhubarb and simmer until just tender. Drain. Measure juice and add water to make 8 cups liquid. Dissolve jelly powder in hot liquid. Add drained rhubarb. Turn into sherbet glasses and chill until firm. Or mold dessert in large pan 9" x 13" x 2". Chill and cut in squares to serve. Top with whipped cream, if desired. Makes 25 four-ounce servings.



### Rhubarb Crisp

3 pounds (12 cups) rhubarb, fresh or frozen
2 cups granulated sugar
2 cups rolled oats
1 cup flour
2 cups brown sugar
1½ teaspoon cinnamon
1 cup butter

Wash fresh rhubarb and cut in inch pieces. Thaw frozen rhubarb slightly. Stir in granulated sugar and let stand 10 minutes. Place in greased baking dish about 9" x 13". Combine rolled oats, flour, brown sugar and cinnamon. Cut in butter until mixture is crumbly. Spread evenly over the rhubarb. Bake in a moderate oven, 375°F. until tender – 30 to 40 minutes. Serve hot with pouring cream or ice cream. Makes about 20 servings.

## APPENDIX C

# Niagara Parks Commission

The Niagara Parks Commission was established over 78 years ago when on March 30, 1885, the Ontario Legislature passed a bill then known as "The Niagara Falls Park Act".

At the present time there are eight permanent commissioners and three annual appointees. The present chairman is Mr. Charles Daley who has served in this capacity for some twenty years. Maxim T. Gray, O.L.S., P.Eng., General Manager, has been with the Commission since 1941.

Briefly stated, The Niagara Parks Commission's program has been to maintain, protect and develop the lands vested in their care by the Ontario government.

The growth of this parks system has involved the construction of many buildings, housing a variety of different interests from administration offices to horticulture presentations. The responsibilities of the Commission have embraced both revenue producing facilities and the maintenance of lands either in their natural state or as man has developed them.

An important aspect of the Commission's continuing function relates to the restoration of two forts and other historic buildings along with the placement of historic markers throughout the parks system.

Early it was realized that considerable revenue sources would have to be established if this parks system was to be self-sustaining. It was decided that fees should be charged for certain privileges as well as admissions to attractions owned by the Commission.

The Commission now owns and operates a number of souvenir stores, restaurants, lunch stands and scenic attractions which provide a substantial income to assist with the overall expenses. Through the past 12 years the gross income realized through these facilities has increased from $1,415,273 in 1952 to $2,967,740 in 1964.

Water rights in the Niagara River were given to The Niagara Parks Commission, with the Ontario Hydro paying to the Commission annual fees for the use of water used for power development. This arrangement, which yielded $772,520 in 1962, $794,316 in 1964 made possible the development of Commission holdings at a much faster rate than would have otherwise been considered.

Never in the history of The Niagara Parks Commission has it been necessary to use tax funds permanently. Surplus on the balance sheet as at October 31, 1964, was $8,930,552 with current assets totalling $596,167. Fixed assets are on the books at over $9,295,260. Excess of revenue over expenditures for the year ending October 31, 1964 was $274,651.

In recent years extensive programs involving water and land illumination have been completed. The Falls illumination has been installed at Queenston Heights Park and Queen Victoria Park. This indirect system of lighting the trees and shrubbery is the first to be installed on this scale on the North American continent. Development of the properties totalling over 3,000 acres which comes under Commission jurisdiction is a continuing program.

The formal and informal gardens located throughout the system are among the best to be found anywhere in the world. Parks for picnickers, parking areas along the 35 mile scenic roadway, and public convenience facilities have been evolved by The Niagara Parks Commission. Approximately 250 permanent employees, and some 500 seasonal people, are on the Commission's staff. It is the Commission's present intention to maintain the policy, developed over a long period of time, whereby lands now under the Commission's jurisdiction will be protected against over commercialization.

### Public Relations Program

The Niagara Editorial Bureau, of St. Catharines, serves the Commission on an annual retainer plus expenses. In addition to this, the Commission has developed a publicity and public relations service within its service department. This work includes the taking and distributing of photographs, both black and white and colored, which are used in the various publicity media sponsored by the Commission continuously, including the Niagara Parks news bulletin, requests from Chambers of Commerce and for reports and records required by management. In addition to the above, outside photo-

**ATTENDANCE FIGURES AT PARK FACILITIES**

The following figures show attendance at various places in the Parks System:

| | 1961 | 1962 | 1964 |
|---|---|---|---|
| Old Fort Erie | 54,299 | 69,634 | 68,722 |
| Old Fort Erie Educational Tours | 1,413 | 1,058 | 1,590 |
| Tower Gallery | 85,887 | 83,743 | 101,960 |
| Scenic Tunnel | 297,867 | 336,380 | 454,901 |
| Incline Railway | 174,497 | 171,455 | 201,140 |
| Potvin Museum | 23,565 | 23,719 | 18,240 |
| Brock's Monument | 70,646 | 72,456 | 69,817 |
| McFarland House | 4,179 | 4,050 | 3,470 |
| Fort George | 67,678 | 69,331 | 70,661 |
| Navy Hall | 18,441 | 16,914 | 20,594 |
| Fort George Educational Tours | 15,433 | 15,787 | 28,626 |
| Charles Daley Park | — | 18,871 | 36,417 |
| Gage House Museum, Stoney Creek | — | 1,333 | 3,350 |
| Golf Course | 38,803 | 43,282 | 42,077 |
| Park Greenhouses | 230,000 | 203,532 | 222,550 |
| Miller's Creek Campsite | — | — | 10,102 |
| Oak Hall | — | — | 6,898 |
| Totals | 1,082,708 | 1,131,545 | 1,361,115 |

There is no admittance fee at park greenhouses and chool children, in organized groups, are admitted free of charge to both Old Fort Erie and Fort George.

| | Admission Revenue | | | Net Income | | |
|---|---|---|---|---|---|---|
| *Historical Sites* | 1961 | 1962 | 1964 | 1961 | 1962 | 1964 |
| Fort Erie Barracks | $11,416 | $14,551 | $29,779 | $ 3,966 | $ 7,822 | $12,518 |
| Fort George | 14,170 | 14,532 | 30,662 | 202 | 95 | 19,142 |
| Brock's Monument | 8,758 | 8,905 | 8,678 | 6,945 | 6,525 | 5,738 |
| Stoney Creek Museum | — | 333 | 837 | — | 148 | 320 |
| McFarland House | 4,938 | 5,452 | 867 | (2,339) | (1,474) | 681 |

graphers produced photographs as required by the Niagara Editorial Bureau in their work.

The Commission distributed in 1964 a substantial amount of publicity literature in the form of pamphlets, describing the following attractions: the scenic tunnels, landscape illuminations displays in Queen Victoria Park and Queenston Heights Park, the Potvin museum of Canadian wood carvings, Fort Erie, Fort George, Queenston Heights Park and Restaurant, the restored McFarland House, Niagara Parks Golf Course, the Tower Gallery — Royal Crown Jewels, Oak Hall, and the School of Horticulture.

These pamphlets are distributed over a wide area in Canada and the United States. The total number of pamphlets distributed in 1963-64 was 764,950, among them 75,350 of the regular Niagara Parks booklet, 148,050 of the pictorial folder, 157,000 scenic tunnel folders, 80,000 of the Fort George folder, 105,250 of the Fort Erie folder, 8,800 of the golf course folder.

## STATEMENT OF INCOME FROM PRIVILEGES, TOLLS AND FEES

For the year ended October 31, 1964 (with 1961, 1962 comparisons)

| | 1961 | 1962 | 1964 |
|---|---|---|---|
| Niagara Spanish Aerocar Company Ltd. | $38,828.91 | $43,354.85 | $ 57,629.13 |
| Niagara Concessions Limited | 1,000.00 | 1,000.00 | 1,000.00 |
| Maid of the Mist Steamboat Company Limited | 3,000.00 | 5,333.33 | 10,000.00 |
| Hy-Power Viewing Machines | 16,453.40 | 16,600.20 | 16,958.20 |
| Sundry Rentals | 22,811.05 | 23,952.89 | 29,516.29 |
| | $82,093.36 | $90,241.27 | $115,103.62 |

## SOUVENIR PURCHASES AND SALES BY COMMISSION OPERATED CONCESSIONS

| | 1961 | | 1962 | | 1964 | |
|---|---|---|---|---|---|---|
| | Purchases | Sales | Purchases | Sales | Purchases | Sales |
| Refectory | $ 92,135 | $ 177,940 | $ 95,396 | $ 182,480 | $103,267 | $ 196,197 |
| Table Rock House | 266,303 | 492,924 | 287,022 | 524,474 | 330,412 | 627,001 |
| Crown Jewel Display | 1,832 | 4,308 | 909 | 2,173 | 375 | 620 |
| Niagara Glen Restaurant | 5,887 | 11,680 | 5,821 | 11,332 | 6,825 | 13,085 |
| Clifton Gate House | 29,311 | 53,156 | 27,072 | 49,975 | — | — |
| Princess Elizabeth Bldg. | 129,838 | 251,844 | 128,002 | 247,681 | 167,279 | 322,419 |
| Fort Erie Pavilion | 6,218 | 11,909 | 8,296 | 15,996 | 9,138 | 17,610 |
| Trading Post | 6,898 | 13,303 | 6,802 | 13,089 | 8,101 | 15,522 |
| Queenston Restaurant | 414 | 829 | 973 | 1,984 | 443 | 912 |
| Queenston Pavilion | 3,051 | 5,914 | 3,017 | 5,905 | 3,045 | 5,990 |
| Charles Daley Park | — | — | 149 | 133 | — | — |
| Totals | $541,887 | $1,023,807 | $563,459 | $1.055.222 | $628,885 | $1,199,356 |

NOTE: Probably by far the largest single souvenir business in Ontario and a major contribution to total Commission income.

## COMMISSION OPERATED CONCESSIONS — NON HISTORICAL

| | Total Sales | | | Net Income** | | |
|---|---|---|---|---|---|---|
| *Refectory* | 1961* | 1962* | 1964* | 1961 | 1962 | 1964 |
| Dining Room | $327,786 | $321,984 | $309,682 | $ 74,926 | $ 52,631 | $ 78 |
| Cafeteria | 269,964 | 295,903 | 330,611 | 68,255 | 86,164 | 101,420 |
| Sales Store—souvenirs | 177,939 | 182,479 | 196,197 | 57,512 | 59,087 | 54,162 |
| —general | 13,396 | 15,007 | 14,595 | | | |
| *Table Rock House* | | | | | | |
| Sales Store—souvenirs | 492,924 | 524,473 | 627,011 | 130,516 | 128,385 | 156,629 |
| —general | 56,598 | 53,327 | 118,737 | | | |
| Tunnel Admissions | 265,985 | 297,408 | 382,316 | 195,199 | 217,065 | 287,219 |
| Crown Jewel Display | 43,107 | 39,410 | 46,571 | 31,096 | 13,934 | 17,058 |
| Niagara Glen Restaurant | 47,498 | 47,068 | 48,467 | 4,685 | 4,912 | 5,395 |
| Clifton Gate Store | 56,504 | 53,493 | — | 119 | 2,031 | — |
| Potvin Museum | 8,752 | 10,836 | 7,340 | 7,125 | 9,222 | 4,693 |
| Incline Railway | 17,249 | 34,291 | 40,228 | 9,596 | 26,920 | 31,731 |
| Princess Elizabeth Bldg. | 310,613 | 312,886 | 431,530 | 83,895 | 87,203 | 107,967 |
| Fort Erie Pavilion | 17,787 | 22,853 | 24,836 | 575 | 1,732 | 2,534 |
| Trading Post | 19,791 | 20,246 | 25,366 | 3,076 | 3,580 | 5,410 |
| Queenston Restaurant | 93,661 | 93,340 | 87,693 | 3,381 | 401 | 11,734 |
| Queenston Pavilion | 30,806 | 32,022 | 32,672 | 3,567 | 4,648 | 4,133 |
| Charles Daley Park | — | 11,012 | 8,714 | — | ( 815) | 1,447 |
| Oak Hall | — | — | 3,879 | — | — | 379 |

*Year ending October 31

**Exclusive of any portion of Commission administrative overhead which in 1964 totalled $366,845.

APPENDIX D

# The St. Lawrence Parks Commission

When the construction of the Seaway and hydro developments on the St. Lawrence River started in 1954, it was realized that many of eastern Ontario's historical treasures would be lost.

The government of Ontario therefore created the Ontario - St. Lawrence Development Commission, a Crown agency, with its primary purpose to plan, construct, manage and operate parks and historic sites, particularly in the areas affected by the hydro and Seaway projects. These lands (now totalling some 5,300 acres) were to be dedicated to the preservation of their historic past and to the educational and recreational enjoyment of present and future generations.

In Crysler Farm Battlefield Park, the site of the Battle of Crysler's Farm, November 11, 1813, construction of parks and the main historical complex was immediately undertaken in order to achieve as much development as possible prior to the raising of the level of the river in July, 1958.

The planning of Crysler Farm Battlefield Park insured permanent testimony and recognition to the heritage of settlement in Upper Canada, the historic significance of the St. Lawrence River, transportation, military history and social evolution. All these memorial and educational facilities were to be provided within an attractive and beautiful landscape. In fulfillment of this early planning, various memorials came into being.

Upper Canada Village, 1784 - 1867, covering forty-three acres, consists of some forty buildings restored and designed in the pattern of an early nineteenth-century St. Lawrence community, a living museum illustrating the early formative years and social history of Upper Canada. Many of the buildings were moved in from communities subsequently inundated in 1958. Represented in the Village are the homes, schools, churches, barns, taverns, roads, fences, mills and crafts of our pioneer forefathers, revealing their everyday customs, habits and utensils, while the staff in period costume offers the final touch of authenticity. The presence of horses, cows, sheep, oxen and chickens, adds significance to the "living museum" aspect of this historic community.

In close proximity are located other memorials — the Pioneer Memorial, a walled enclosure made of brick and stone taken from schools and churches demolished during the Seaway project. Three hundred tombstones removed from inundated cemeteries have been placed in these walls, commemorating many of the early families who first settled this area.

Nearby is located the monument to American Loyalist regiments who remained loyal to the Crown during the American Revolution and later settled with their families in the Seaway Valley. On this memorial are also located a plaque to Sir John Johnson, first baronet of New York, who was instrumental in organizing and assisting thousands of United Empire Loyalists to make their way to Canada; and a plaque to the Loyalist Indian nations, as well as one to their great Indian Chief, Tecumseh.

The focal point in Crysler Farm Battlefield Park is the Battlefield Mall and Mound commemorating the victory of British and Canadian arms at the Battle of Crysler's Farm, which was a decisive battle in determining Canada's future as a separate nation in North America. The Mall is a landscaped area six hundred feet wide and fourteen hundred feet long, rising to a Mound with an elevation of forty-five feet at the river's edge. The top of the Mound has been beautifully landscaped and the National War Memorial is located here as well as two nineteenth-century cannons, and flagpoles. At the base of the Mound on the north side is located the Battle Memorial Building, a memorial shrine dedicated to those officers and men who participated in this victorious engagement. Along with plaques, uniforms, and other war mementos, in this building is a mural, twenty-six feet long and six feet high, depicting the battle at that point when the issue was no longer in doubt.

West of the Mall is located the Railway Museum consisting of the old Aultsville Station and a steam engine on an original strip of the Grand Trunk Railway main line between Toronto and Montreal. Many other railway mementos of past years are exhibited here.

On April 1, 1957, the Commission took over from the Department of Highways a partially-developed park at Brown's Bay, eleven miles west of Brockville. As this site had a long natural sandy beach but only 28 acres of land, the adjoining farm consisting of 159 acres was purchased. In December 1957, a 22-acre property was acquired in the Township of Lancaster, Glengarry County, six miles west of the Quebec border.

On March 27, 1958, the Ontario-St. Lawrence Development Commission Act, 1955, was amended to extend the area of operations to the Counties of Frontenac and Lennox and Addington. This enabled the Commision to accept from the Department of Highways an outstanding historic site and tourist attraction, Fort Henry, at the same time adding to its staff personnel experienced in the restoration and operation of historic sites.

Adolphustown Park, including the historic Loyalist Cemetery, 31 miles west of Kingston, was transferred from the Department of Lands and Forests, and some adjoining properties were purchased to provide a park area of 70 acres.

From the Township of Charlottenburgh, the Commission purchased Charlottenburgh Park, consisting of 193 acres. The Department of Highways, in 1959, made available to the Commission two parcels of land, one adjacent to Union Park, seven miles west of Brockville, and the other 41 acres at the entrance to the Thousand Islands Bridge. In 1962 the Commission bought a farm of 135 acres, just east of the new Johnstown-Ogdensburg Bridge. This site has been designated as Grenville Park and is now under development.

West of Kingston there have been important acquisitions aside from Adolphustown Park. Two most generous gifts of property were received by the Commission from the Fairfield Family during 1959. The Late Dr. W. H. Fairfield and Miss Elizabeth Fairfield deeded the historic "Fairfield White House" on Highway 33, ten miles west of Kingston. This, the first large frame home to be built in the Kingston district, has been occupied and preserved by members of the Fairfield Family since its erection in 1792. Dr Fairfield's sister, Mrs. W. H. Gutzeit, conveyed to the Commission her beautiful home, "The Fairfield Place", in the Village of Bath. Included in this contribution were interesting and valuable items of furniture and furnishings. These houses will be maintained by the Commission as historic sites in keeping with the representations of historic and other organizations in the area.

In conjunction with the diversion of Highway 33 to the north of the Fairfield White House, the Department of Highways has deeded to the Commission the old right-of-way. Shore frontage was obtained by acquisition of two other properties and these parcels, together with a small acreage surrounding the White House, will provide an attractive picnic site. The Department of Highways is transferring to the Commission from time to time other small pieces of land on the south side of Highway 33 between Kingston and Adolphustown.

A parks system begun in 1956, and extending one hundred and seventy miles west from the Ontario-Quebec border, is being developed with modern recreational facilities, including a marina and an eighteen hole golf course.

In 1961, Upper Canada Village was officially opened and in four years of operation has attracted 911,516 visitors. From 1958 to 1964, 1,222,573 visitors have been recorded at Fort Henry for a total of 2,134,089 persons at these two major historic sites. From 1958 to 1964, total attendance at all sites has been 9,089,765, with over two million being recorded in the latter year.

**Economic Benefits**

The economic benefits to this area as a result of the Commission's activities have been tremendous, both directly and indirectly. The extensive construction program undertaken partially filled the void left at the conclusion of the St. Lawrence Power Project. A staff of some 350 tradesmen and construction workers were kept continuously employed, and at the same time a permanent administrative, engineering and maintenance staff developed. The transition from construction to operation changed the complexion of the field staff but actually increased its number so that the annual maximum staff is approximately 450 and year-round staff about 125, which is a payroll comparable to a sizeable industry. Upper Canada Village along has brought into this area 911,000 people from all parts of Canada and the United States, which has given the local economy a market stimulation. Particularly in 1961 and 1962, the motels, hotels, service stations, restaurants, grocery stores, variety shops and many other businesses enjoyed a remarkable increase in dollar volume. This uplift in the tourist industry has been accompanied by two important results—the renewal of interest by service clubs, travel councils and municipalities in the importance and necessity of tourist promotion, and the encouragement of businessmen concerned directly and indirectly with the tourist trade to make further investment. As the financial benefits become more apparent, the cooperation of operators, agencies and service clubs in common effort towards the promotion of the tourist industry has been more firmly established and offers greater promise to the future economic growth in Eastern Ontario.

**ATTENDANCE — ALL SITES**

**DURING PERIOD MAY 16 TO OCTOBER 15**

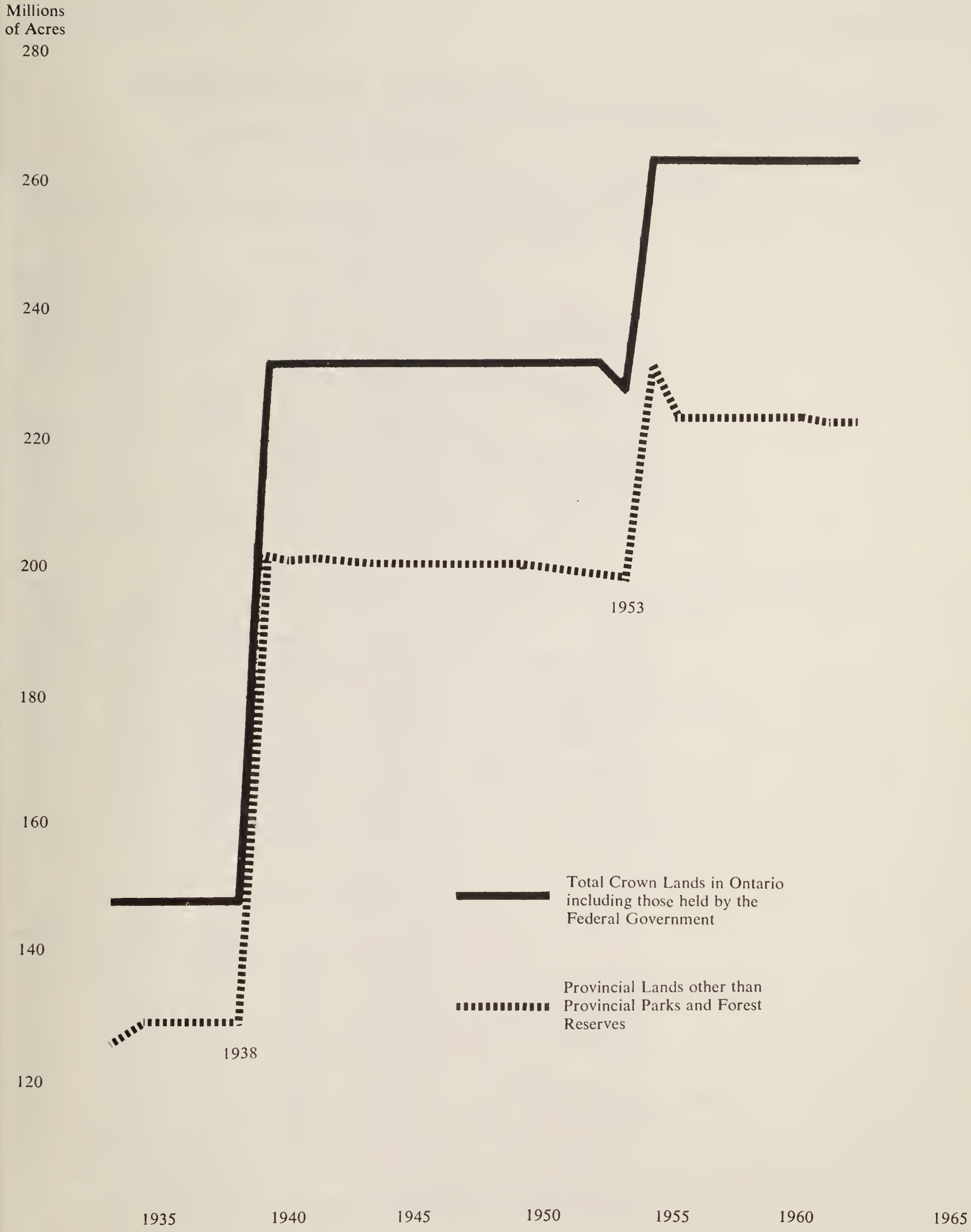
| | Estimated Persons | | |
|---|---|---|---|
| | 1961 | 1962 | 1964 |
| Fort Henry | 153,073 | 170,321 | 184,474 |
| Upper Canada Village | 212,489 | 250,575 | 217,464 |
| Total — Historic Sites | 365,562 | 420,896 | 401,938 |
| Adolphustown | 66,216 | 102,488 | 92,976 |
| Fairfield | — | — | 45,300 |
| Ivy Lea | 27,904 | 38,056 | 42,336 |
| Brown's Bay | 81,216 | 107,968 | 140,908 |
| Grenville | — | — | 49,376 |
| Riverside | 89,848 | 129,056 | 174,036 |
| Crysler Beach | 56,112 | 79,108 | 70,484 |
| Morrison and Nairne | 49,860 | 58,160 | 67,308 |
| Farran | 52,640 | 51,412 | 79,008 |
| Long Sault Parkway (West) | 145,796 | 153,260 | 247,852 |
| Long Sault Parkway (East) | 343,480 | 423,340 | 425,208 |
| Charlottenburgh | 66,540 | 75,524 | 93,004 |
| Glengarry | 75,128 | 118,232 | 105,988 |
| Total — Parks | 1,054,740 | 1,336,604 | 1,633,784 |
| Total — All Sites | 1,420,302 | 1,757,500 | 2,035,722 |

# Crown Land and Park Land in Ontario

## CROWN LANDS including FEDERAL AND PROVINCIAL PARKS

(In Square Miles)

| | Privately owned land in the process of alienation from the Crown | Federal lands other than leased lands | National Parks | Indian Reserves | Federal Forest Experiment Stations | Provincial lands other than provincial parks and provincial forest reserves | Provincial Parks | Provincial Forest Reserves | Total |
|---|---|---|---|---|---|---|---|---|---|
| 1962 | 46,397 | 1,132 | 12 | 2,431 | 41 | 337,583 | 5,460 | 19,526 | 412,582 |
| 1961 | 46,372 | 1,694 | 12 | 2,431 | 41 | 337,046 | 5,460 | 19,526 | 412,582 |
| 1960 | 41,300 | 2,341 | 12 | 2,430 | 97 | 341,638 | 5,238 | 19,526 | 412,582 |
| 1959 | 41,284 | 2,172 | 12 | 2,431 | 97 | 341,822 | 5,238 | 19,526 | 412,582 |
| 1958 | 41,251 | 2,300 | 12 | 2,436 | 97 | 341,761 | 5,199 | 19,526 | 412,582 |
| 1957 | 41,205 | 2,244 | 12 | 2,438 | 97 | 341,871 | 5,189 | 19,526 | 412,582 |
| 1956 | NO DATA | | | | | | | | |
| 1955 | 41,161 | 2,186 | 12 | 2,436 | 97 | 342,085 | 5,079 | 19,526 | 412,582 |
| 1954 | 41,099 | 1,126 | 12 | 2,436 | — | 362,830 | 5,079 | — | 412,582 |
| 1953 | 41,013 | 1,126 | 12 | 2,437 | — | 298,341 | 5,212 | — | 348,141 |
| 1952 | 40,920 | 1,126 | 12 | 2,435 | — | 313,577 | 5,212 | — | 363,282 |
| 1951 | NO DATA | | | | | | | | |
| 1950 | 40,756 | 161 | 12 | 2,435 | — | 313,741 | 6,177 | — | 363,282 |
| 1949 | 40,606 | 161 | 12 | 2,080 | — | 315,213 | 5,210 | — | 363,282 |
| 1948 | 40,643 | 161 | 12 | 2,114 | — | 315,123 | 5,229 | — | 363,282 |
| 1947 | 40,348 | 161 | 12 | 2,037 | — | 315,232 | 5,492 | — | 363,282 |
| 1946 | NO DATA | | | | | | | | |
| 1945 | 40,147 | 161 | 12 | 2,115 | — | 315,357 | 5,490 | — | 363,282 |
| 1944 | 40,133 | 161 | 12 | 2,087 | — | 315,399 | 5,490 | — | 363,282 |
| 1943 | 40,122 | 161 | 12 | 2,087 | — | 315,410 | 5,490 | — | 363,282 |
| 1942 | NO DATA | | | | | | | | |
| 1941 | 40,210 | 161 | 12 | 2,073 | — | 315,937 | 4,889 | — | 363,282 |
| 1940 | 40,266 | 161 | 12 | 2,488 | — | 315,466 | 4,889 | — | 363,282 |
| 1939 | 40,219 | 161 | 12 | 2,072 | — | 315,929 | 4,889 | — | 363,282 |
| 1938 | 26,000 | 103 | 7 | 1,387 | — | 201,874 | 3,129 | — | 232,500 |
| 1937 | 25,819 | 103 | 7 | 1,021 | — | 202,421 | 3,129 | — | 232,500 |
| 1936 | 25,939 | 103 | 7 | 1,021 | — | 202,301 | 3,129 | — | 232,500 |
| 1935 | 26,000 | 103 | 7 | 1,017 | — | 202,244 | 3,129 | — | 232,500 |
| 1934 | 26,000 | 103 | 7 | 1,017 | — | 202,244 | 3,129 | — | 232,500 |
| 1933 | 29,217 | 103 | 4 | 1,009 | — | 199,037 | 3,130 | — | 232,500 |


Millions of Acres
280
260
240
220
200
180
160
140
120
1953
1938
Total Crown Lands in Ontario including those held by the Federal Government
Provincial Lands other than Provincial Parks and Forest Reserves
1935
1940
1945
1950
1955
1960
1965

## APPENDIX F

# Tourist Promotion Expenditures

The following figures provided by the provincial and territorial government travel bureaus show expenditures in certain categories of tourist promotion and tourist service.

### ACTUAL 1963-64

| | Publications | Advertising | Films and Photos | Publicity and Special Promotion | Grants to Tourist Associations |
|---|---|---|---|---|---|
| Alberta | $ 52,500 | $ 60,400 | $ 22,000 | $ 13,000 | $ 16,700 |
| British Columbia | 178,000 | 100,000 | 50,000 | 146,000 | 150,000 |
| Manitoba | 118,000 | 161,413 | — | 12,085 | 18,000 |
| New Brunswick | 167,500 | 246,000 | 18,000 | 20,000 | — |
| Newfoundland | 98,000 | — | 100,000 | 8,000 | — |
| Nova Scotia | 159,000 | 337,000 | 40,000 | 33,000 | — |
| Ontario | 415,972 | 458,662 | 71,833 | 23,624 | 135,109 |
| Prince Edward Island | 75,700 | 63,000 | 4,400 | 1,200 | 3,000 |
| Quebec | 318,938 | 559,871 | — | — | 79,040 |
| Saskatchewan | 56,588 | 30,103 | 2,847 | 2,319 | 1,225 |
| Yukon | 9,000 | 1,500 | 250 | 500 | 8,000 |
| TOTAL | $1,649,198 | $2,017,949 | $309,330 | $259,728 | $411,074 |

### ESTIMATED 1964-65

| | Publications | Advertising | Films and Photos | Publicity and Special Promotion | Grants to Tourist Associations |
|---|---|---|---|---|---|
| Alberta | $ 75,000 | $ 55,000 | $ 20,400 | $ 13,500 | $ 16,700 |
| British Columbia | 192,000 | 100,000 | 50,000 | 160,000 | 150,000 |
| Manitoba | 117,147 | 135,153 | — | 13,000 | 18,000 |
| New Brunswick | 160,000 | 277,950 | 17,500 | 17,000 | — |
| Newfoundland | 90,000 | — | 50,000 | 15,000 | 500 |
| Nova Scotia | 192,000 | 369,000 | 40,000 | 39,000 | 10,000 |
| Ontario | 395,000 | 490,000 | 75,000 | 48,500 | 150,000 |
| Prince Edward Island | 86,000 | 65,000 | 4,400 | 1,200 | 4,000 |
| Quebec | 325,000 | 545,000 | 25,000 | 40,000 | 163,000 |
| Saskatchewan | 52,500 | 21,500 | 9,000 | 3,300 | 1,250 |
| Yukon | 5,000 | 3,200 | 300 | 1,500 | 12,000 |
| TOTAL | $1,689,647 | $2,061,803 | $291,600 | $352,050 | $525,450 |

### ESTIMATED 1965-66

| | Publications | Advertising | Films and Photos | Publicity and Special Promotion | Grants to Tourist Associations |
|---|---|---|---|---|---|
| Alberta | $ 78,000 | $ 100,000 | $ 21,500 | $ 14,500 | $ 21,700 |
| British Columbia | 235,000 | 125,000 | 170,000 | 210,000* | 175,000 |
| Manitoba | 140,000 | 200,000 | — | 18,000 | 18,000 |
| New Brunswick | 140,000 | 299,000 | 9,000 | 17,000 | — |
| Newfoundland | 90,000 | 100,000 | 50,000 | 10,000 | 1,000 |
| Nova Scotia | 190,000 | 419,000 | 70,000 | 69,000 | 25,000 |
| Ontario | 475,000 | 575,000 | 77,000 | 58,500 | 150,000 |
| Prince Edward Island | 90,055 | 85,000 | 4,400 | 1,200 | 5,000 |
| Quebec | 325,000 | 600,000 | 10,000† | 40,000 | 218,000 |
| Saskatchewan | 40,010 | 67,900 | 6,000 | 8,600 | 1,250 |
| Yukon | 7,500 | 3,500 | 500 | 2,000 | 12,000 |
| TOTAL | $1,810,565 | $2,574,400 | $418,400 | $448,800 | $626,950 |

*Beautiful British Columbia magazine.

†Films have been produced and distributed by the Quebec Film Bureau since 1963, and films will be produced by the Quebec Pavilion Committee for Expo 67.

# APPENDIX G

## AMONG THE INDIVIDUALS AND GROUPS MAKING WRITTEN SUBMISSIONS TO THE TOURIST INDUSTRY COMMITTEE WERE THE FOLLOWING:

Grateful acknowledgement is made of the assistance of the following in the preparation of the informational basis of this report:

Algoma Tourist Council, Sault Ste. Marie
Arnprior Chamber of Commerce
Atikokan Chamber of Commerce
Atikokan Township

S. Bersudsky & Associates, Toronto
Board of Ontario Travel Associations
Bay of Quinte Tourist Council, Picton
Blenheim Chamber of Commerce
Blue Inn Motel, Belleville
Blue Mountain Winter Park, Collingwood
Brantford Board of Trade
Stanley Breuls, Sutton
Buckhorn District Tourist Association, Buckhorn

Canadian Restaurant Association, Toronto
Capreol and District Chamber of Commerce
Central Georgian Bay Tourist Association, Nobel
Chatham Chamber of Commerce
Charles Clay, Bewdley
Cobourg Chamber of Commerce
Collingwood Chamber of Commerce
Committee for Preservation of Buildings of Historic or Architectural Value, Kingston
Community Association of Shrewsbury, Shrewsbury
Wm. M. Cooper, Burlington
Cornwall Board of Trade
Cornwall Tourist and Convention Association
East Cornwall Businessmen's Association
Creighton, Lively, Vermilion Waterfowl Refuge, Lively

Mrs. M. Daniels, Galt
Deep River Chamber of Commerce
Town of Deep River

East Algoma Camp Operators' Association, Thessalon
Eganville Chamber of Commerce
Elk Lake, Matachewan, Gowganda Tourist Association
Essex County Tourist Association, Leamington
Essex-Kent Regional Tourist Council, Leamington

French River Resorts Association, Rutter

H. Gauthier, North Bay
Georgian Bay Development Association
Georgian Peaks Resorts Ltd., Thornbury
A. J. Gould, etc., Rockcroft
Grand Bend Chamber of Commerce

Haliburton Highlands Property Owners' Council, Thornhill
Hamilton Visitors and Convention Bureau
Mrs. Stella Hluch, Parry Sound
Huronia Historic Sites & Tourist Association

Jellicoe Chamber of Commerce

Kenora District Camp Owners' Association, Keewatin
Kent County Tourist Association, Chatham
Killarney Mountain Lodge, Killarney
Kincardine Chamber of Commerce

Lake of the Woods Regional Tourist Council, Industrial and Publicity Board of Kenora, Kenora Chamber of Commerce, Lake of the Woods Tourist Bureau, Kenora

Lennox & Addington Historical Society, Napanee
London Chamber of Commerce
Greater London Hotel Association
Greater London Motel Association
Lower Ottawa Valley Tourist Council, Ottawa

Madawaska Valley Tourist Association, Barry's Bay
Manitoulin-Espanola Regional Tourist Council, Little Current
Meaford & District Chamber of Commerce
Muskoka Tourist Association, Gravenhurst
Muskoka Winter Association, Muskoka

Greater Niagara Chamber of Commerce, Niagara Falls
Greater Niagara Visitor and Convention Bureau, Niagara Falls
Niagara Iroquois Tourist Association, Grimsby
North Bay & District Chamber of Commerce
Northern Route Outfitters Association
North Western Ontario Camp Owners' Association, Fort Frances

J. O'Neill, Minden
Ontario Association of Architects, Toronto
Ontario Chamber of Commerce, Toronto
Ontario Hotel & Motel Association, Toronto
Ontario Northland Transportation Commission, North Bay
Greater Ottawa Motel Association
Ottawa Tourist & Convention Bureau
Owen Sound Chamber of Commerce

Pike Bay Tourist Resort, Pike Bay
Port Arthur Chamber of Commerce
Pointe au Baril Resorts Association

Quinte Historic Sites & Parkways Association
Quinte's Isle Tourist Association, Picton

Rainy River Regional Tourist Council, Fort Frances
A. G. Reed, Islington
Regional Tourist Council of the James Bay Frontier
Renfrew Chamber of Commerce
Rice Lake Tourist Association
Stan Richardson, Nipissing District
Rideau Lakes - 1000 Islands Regional Tourist Council, Kingston
Mrs. R. Rivington, Almonte
Rolph, Buchanan, Wyle & McKay Townships, Chalk River

C. A. Sadler, Oshawa
Sarnia-Lambton Regional Tourist Council, Sarnia
Sauble Beach Chamber of Commerce
Seaway Valley Tourist Council, Cornwall
Mrs. H. A. Shier, Owen Sound
Simcoe County Community & Recreational Service, Barrie
Sioux Lookout & District Chamber of Commerce
Sioux Narrows Chamber of Commerce
South Western Ontario District Chamber of Commerce, Chatham
Sudbury & District Chamber of Commerce

C. O. Tatham, Woodstock
Tilbury Industrial Committee & Tilbury Merchants Association
Timmins-Porcupine Chamber of Commerce
Greater Toronto Motel Association

Upper Lake Superior Travel Council, Port Arthur
Upper Ottawa Valley Travel Council, Deep River
Upper Ottawa Valley Travel Council, Pembroke

York Pioneer & Historical Society

**Surveys of Government Tourist Industry Promotion**

McConnell, Eastman & Co., Ltd., Toronto
James Lovick & Co., Ltd., Toronto
F. H. Hayhurst Co., Ltd., Toronto

Date Due
Jan. 29/79
MAY 25 1987
BRODART, INC. 23 236 PRINTED IN U.S.A.

G
155
.C3
.054

Ontario Economic Council.
Tourist Industry Committee.

Ontario's tourist
industry.

FREE
TRAVEL
INFORMATION